

# PROGRAMS

recommended for carrying out the

improvement

# plan for recreation & open space

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# INTRODUCTION

● Included in this section of the "Improvement Plan for Recreation and Open Space" are specific programs and short-range actions designed to implement the more general objectives and policies recommended for adoption as part of the Comprehensive Plan of San Francisco.

● The programs have been developed in cooperation with neighborhood groups, regional organizations, public and semi-public recreation agencies, and are presented here for citizen review. The program section, like other sections of the plan will be revised on the basis of comments received during the review process.

● Because of their specificity and the fact that they will have to be updated periodically, the programs will be proposed for endorsement by the City Planning Commission rather than for formal adoption.

● With Commission endorsement, the programs, together with the preceding objectives and policies, provide a basis for evaluating and programming actions on a short- and long-term basis. Such actions include scheduling capital improvements to existing parks and recreation facilities, directing funds for acquisition of new parks through Federal or State grants, making decisions involving recreational use of land in the city and within certain neighborhoods, directing recreational services on a number of levels.



# REGIONAL PROGRAMS

## OPPORTUNITIES FOR REGIONAL PARKS

In the San Francisco Bay Area, there are a number of excellent opportunities for creating new regional parks. Some of the areas described are already in public ownership but require development for recreation; others are privately owned and require acquisition as well as recreational development before they can become regional parks. All of the opportunity areas are vitally important recreational resources for residents of San Francisco and the Bay region.



### PENINSULA WATERSHED LANDS

San Francisco owns over 60,000 acres of watershed lands in Alameda, Contra Costa and San Mateo Counties. These lands carefully preserved by the Public Utilities Commission serve as buffer zones to protect the City's water supply and have remained in a relatively natural state. One of the major parcels among the watershed lands is the unique 23,000-acre Peninsula Watershed located just south of San Francisco.

The Peninsula Watershed encompasses a wide range of ecological and geographical features, a number of scenic reservoir sites, and ridge and hill formations which offer dramatic views of the surrounding area. Hiking trails throughout the property afford access to it. The watershed is easily accessible to San Franciscans and to residents of the Peninsula and Ocean coast areas.

To meet growing pressures for recreation space, a detailed study has recently been devoted to recreational development of a 4,000-acre site near the southern end of the watershed property. The Committee for Green Foothills, SPUR and a number of other active, well-informed groups have also been involved in planning for this development. Cooperation among some of these groups has resulted in preliminary guidelines for using the watershed for recreation while preserving its primary function. The following development guidelines should be observed for the watershed lands:

- *Develop recreational facilities which protect and improve the natural qualities of the area.*

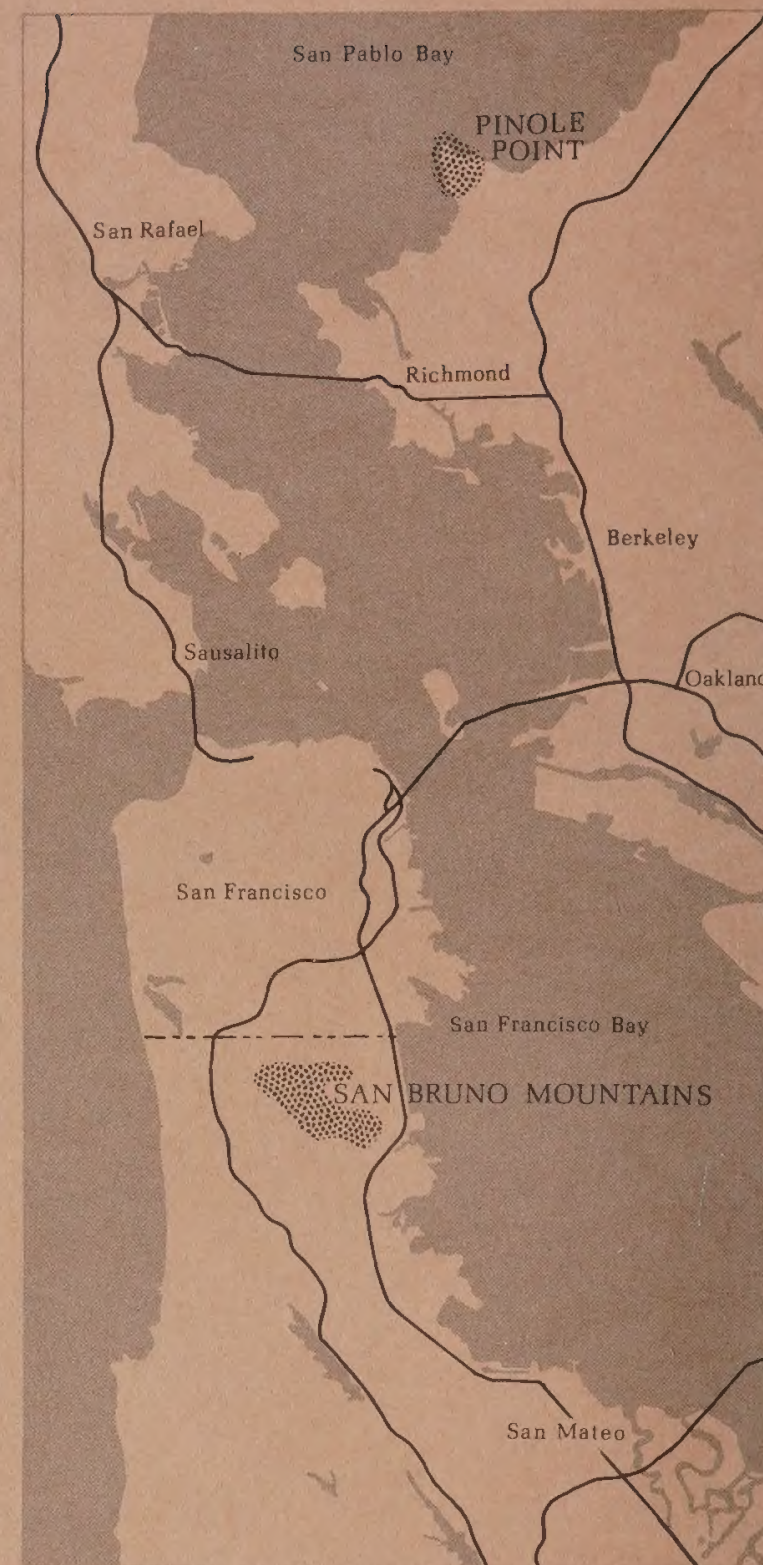
*Care should be taken in recreation planning to preserve the natural qualities of the area. Facilities which could be located elsewhere, and those not dependent on a natural environment, should not be developed here. Emphasis should be on mutually compatible facilities and activities such as hiking, riding, picnicking, and nature studies to enhance the area and provide the kinds of recreational opportunities not available in urban centers.*

- *Direct recreational development to the needs of San Franciscans.*

*The watershed lands are owned by the people of San Francisco and provide an excellent opportunity to supplement the urban recreation system. Development of the area should, therefore, emphasize:*

*activities which are of low or no cost to the user such as nature studies, hiking, picnicking, etc.*

*low-cost public transportation to and from the area from points in San Francisco, especially neighborhoods where recreational opportunity is limited.*



- *Develop plans for the area in close conjunction with relevant agencies and interested citizens.*

*In order to ensure that the area is developed as outlined above, planning for it should be a cooperative effort. The Recreation and Park Department should be represented in the planning effort as well as groups such as Committee for Green Foothills, Sierra Club, People for Open Space, SPUR, or others who are actively involved in recreation and open space planning.*

### PINOLE POINT

Pinole Point is one of two privately owned sites recommended in this plan for regional parks. It is an 800-acre site located just north of Richmond on San Francisco Bay. Beaches, vista points, marshes and eucalyptus groves at the



Point, together with its bayside location, make it a valuable recreation resource. Unobtrusive recreational improvements, such as trails, planting and picnic areas, would preserve the ecology of the Point and allow maximum public enjoyment of it by Bay Area residents.

A number of conservation organizations have worked to make Pinole Point a regional park. The East Bay Regional Park District is now negotiating with the owners to purchase portions of the area for park purposes. Because of the valuable natural character of the Point and its proximity to San Francisco, the City should support, through resolution or letters of agreement, the efforts of the East Bay Regional Park District to purchase Pinole Point and develop it as a new regional recreation area.

#### SAN BRUNO MOUNTAIN

The San Bruno Mountain range is visually prominent from points throughout San Francisco and has long formed a beautiful and valued natural backdrop to the developed city. Relatively little use is currently made of the mountain area for recreation despite its considerable recreational potential. Close proximity to San Francisco makes this privately owned property a prime development site. Currently, plans are under way for a major new San Bruno Mountain residential development.

San Mateo County and the Association of Bay Area Governments have long planned a regional park on San Bruno Mountain. The County originally designated the north saddle of the mountain for park acquisition and recently revised the County Master Plan to change the location of the park to the slope south of the Guadalupe Parkway. Current plans by both the County and the developer call for a 570-acre open space reserve with recreational activities oriented around the natural qualities of the area. Upon purchase of the park by the County, an additional 520 acres within the proposed development will be dedicated by the developer as permanent open space.

Because of the importance of the San Bruno Mountain to San Francisco, the City should take an active role in supporting establishment of this San Mateo County regional park. The San Mateo County Board of Supervisors has voted to place a charter amendment on the November ballot calling for a 10-cent tax override to finance the program. San Francisco should endorse the regional park on San Bruno Mountain and commend the San Mateo County Board of Supervisors on its effort to finance park acquisition. In addition, the developer should be commended for his willingness to meet the open space needs of adjacent communities.



## LANDS INCLUDED IN PROPOSED RECREATION AREA GOLDEN GATE NATIONAL RECREATION AREA

The entire ridge line, highly visible from San Francisco, is of major concern to the City. At the present time, the west ridge is proposed for the regional park while the east ridge is neither scheduled for development nor included in the park proposal. Because of the importance of the ridge to San Francisco, the City should cooperate in any way possible in development planning for the mountain to ensure that the visual integrity of the east ridge line continues to be preserved.

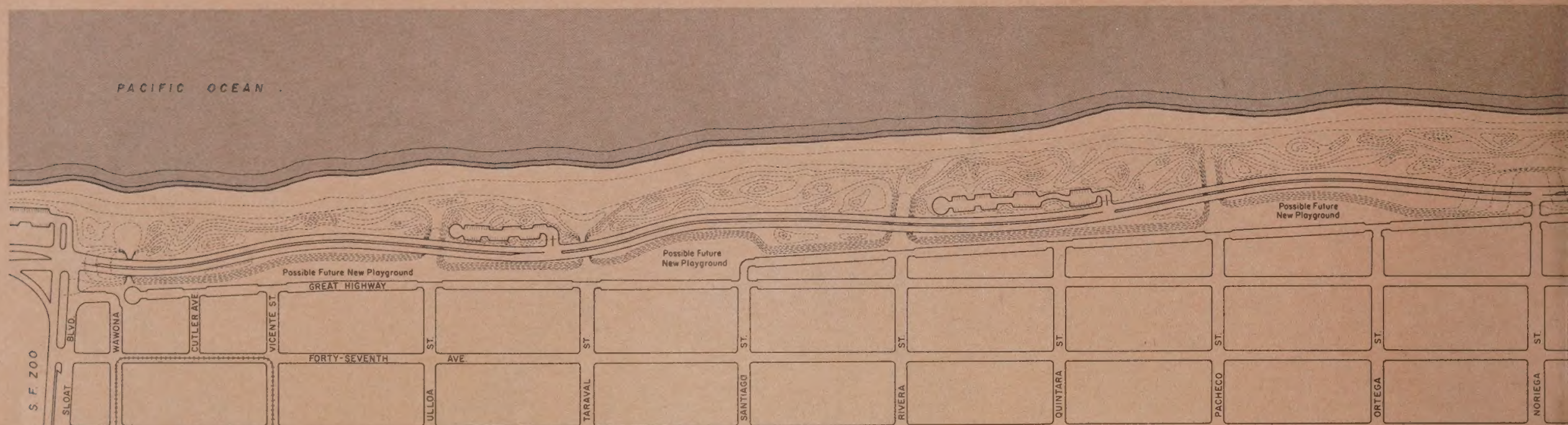
#### GOLDEN GATE NATIONAL RECREATION AREA

The Federal government has long been active in preserving significant natural areas throughout the Nation at a scale outside the scope of localities, regions, and states. Recently, priority has been placed on conservation of environmental resources close to urban centers. A

presidential message introduced new national priorities regarding Federal priorities for parks and open space and recognized the need to "bring parks to people" by establishing national parks in and near urban centers.

The most important proposal for a new national park in the Bay Area is the Golden Gate National Recreation Area. The intent of the proposal is to preserve significant undeveloped coast and headland areas in San Francisco and Marin Counties. Differing bills have been introduced in Congress to create the National Recreation Area. The Administration bill, the most restrictive among them, was introduced into Congress in February, 1972. It proposes a 24,000-acre recreation area which includes: Fort Funston (Federal portion), a portion of the Land's End area, excess Federal portion of Fort Miley, Phelan Beach, Baker Beach and Crissy





## IMPROVEMENT PLAN FOR OCEAN BEACH

Field on the Presidio, Fort Mason, Alcatraz, Angel Island, and San Francisco Maritime State Historical Park. In Marin the proposal includes portions of Forts Cronkhite, Barry and Baker as well as private holdings along the Marin headlands. Other bills advocate inclusion of City-owned parcels in San Francisco (Fort Funston, Ocean Beach, Lincoln Park, Marina Green, Marina Small Craft Harbor, Aquatic Park, and Seal Rocks), the Sutro Baths-Cliff House area, the remaining open space in the Presidio, and in Marin additional portions of Marinello, the Olema Valley and several offshore areas.

San Francisco has supported and should continue to support inclusion of the City-owned parks and of the Sutro Baths-Cliff House site in any proposal to establish a Golden Gate National Recreation Area. Recent action by the Board of Supervisors supports inclusion of these sites and in addition calls for provisions for adequate citizen participation in developing a master plan for the recreation area.

### LEGISLATIVE ACTION FOR PRESERVING THE CALIFORNIA COASTLINE

The State of California has served an invaluable function in preserving important natural open spaces and in establishing recreation facilities throughout the State. Samuel P. Taylor, Marin Headlands, Mt. Tamalpais and Angel Island State Parks are all important examples of State actions which have preserved areas of natural significance for all Californians.

An important target for protection by State action is the California coastline. The single most important and

characteristic natural geographical feature in the State, the coastline has suffered from development trends typical in California. According to recent figures, in 200 years of California history the beach area available for public recreation has shrunk from over 1,000 miles to a current total of 200. Yet, like many other natural features in California, it should be widely accessible to the public for recreational use. Legislation should be enacted which places remaining undeveloped coastline property under strict development controls until an official plan can be adopted for the entire coastline.

Various bills have proposed creating the California Coastal Zone Conservation Commission, defining the coastal zone, and requiring the Commission to adopt a Coastal Zone Conservation Plan. The same legislation proposed six regional commissions and a permit area within which, during the planning period, development would be strictly controlled. The City should support these bills as conventional legislation or in an initiative form, and participate actively in subsequent planning efforts for the Coastal Zone. Until strong legislation is enacted, San Francisco should work with other counties in the State to enact stringent interim measures to regulate coastline development.

In addition, San Francisco's representatives in the State legislature should postpone any State programs, such as highway improvements, which might foster development along the coast until a long-range Coastal Plan is adopted and implementation of the Plan is under way.

## SHORELINE PROGRAMS

The shoreline policies call for extensive recreational development along San Francisco's shoreline. In some cases recommendations involve improvements to existing parks; in others they involve acquisition of privately held lands, transfer of publicly held lands, and/or conversion to recreation of areas which are currently devoted to nonrecreational uses. These factors and others -- ownership, location, scale and nature of existing development -- are all crucial in determining responsibility for implementation and actual development.

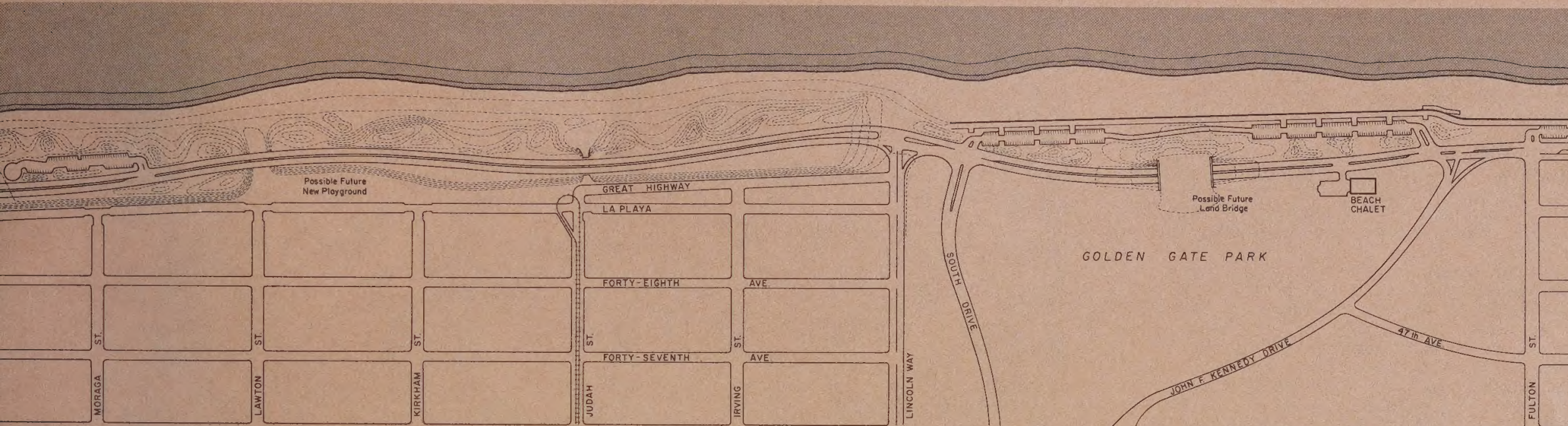
### REVITALIZING EXISTING SHORELINE PARKS

#### OCEAN BEACH - GREAT HIGHWAY

A number of the policy statements call for recreational improvements or changes in areas which are City parks. Redesign of the Great Highway is an important recommendation in this regard.

The Great Highway, between Sloat Boulevard and Fulton Street, is currently a seven-lane, high-speed trafficway on park land along Ocean Beach. Pedestrian access to the beach from parking areas is seriously inhibited by traffic to the point that outer lanes have been striped off and arterial stop





## - GREAT HIGHWAY SCENIC ROADWAY

signs installed at intervals in an attempt to slow traffic. The only alternative access for pedestrians is tunnels beneath the roadway which are too narrow, widely spaced and poorly lighted and maintained.

In response to requests from neighborhood groups, the City Planning Commission asked that the Department of City Planning study the function of the roadway and prepare a plan for its improvement. The main principles of the plan are:

- Reclamation for park use of as much land as feasible from the existing excessive right-of-way.
- Keeping the Great Highway free from visual obstructions to the extent possible.
- Establishment of this roadway as a scenic recreational drive through a park area.
- Giving priority to convenient and easy pedestrian access to the beach along its full extent.

The plan was prepared in conjunction with the Department of Public Works, the Recreation and Park Department and involved citizen groups, especially the Sunset-Parkside Educational Action Committee. It has, in addition, been endorsed in principle by the Recreation and Park Commission and by the Fire, Safety and Police Committee of the Board of Supervisors. It will require additional approvals from the City Planning Commission and the full Board of Supervisors.

The plan would be financed through San Francisco's share of State gasoline taxes. Allocation of these funds for projects like Ocean Beach reflect the City's Comprehensive Plan transportation

policies aimed at a flexible financing system for transportation improvements. After the improvements are effected, the Great Highway Scenic Roadway would continue to be maintained by the Department of Public Works. The City should move ahead as quickly as possible on the plan to make Ocean Beach more accessible, eliminate danger to pedestrians, create a scenic roadway and provide new park land for adjacent neighborhoods.

## BUILDING NEW WATERFRONT PARKS

The shoreline policies recommend developing a number of new parks on the waterfront. If these new parks and others throughout San Francisco are to be developed in the near future, the City will have to commit itself to an aggressive program to raise funds.

One source of money that the City has used less than it should is the State and Federal government open space grant programs where these branches of government match City funds, usually on a 50-50 basis. In the past, the problem has been that the City has not been able to come up with the local contribution necessary to qualify for as large a grant as would be desirable. Some large cities have substantial capital improvement programs and construction projects financed through general obligation bonds which are scheduled in a manner to maximize the Federal grants generated. In the future, San Francisco should pursue the same strategy for park development. Although the City's Capital Improvement Program is not large, the local share can be drawn from a number of sources. Recently the City generated some open space grant money from portions of Port general obligation bonds and from donations of individuals and foundations.

Using the grant programs matched with capital improvements, bonds, and donations, however, probably will not produce enough funds to finance the shoreline parks needed. The City should pursue other methods as well. One possibility is establishing a San Francisco Open Space Acquisition and Development Fund. The fund should have a single purpose: a source of money for purchasing and developing public parks and recreation facilities. The fund could be used to generate matching grants from the Federal and State governments. It could also act quickly and independently to purchase open space land threatened by development. As parcels desirable for park development become available, the fund could purchase and hold them until enough land was available to develop a park. The fund could also be used to build recreation facilities. It should not, however, be used for daily operations and maintenance; for if it were used for such purposes, the City would be in the same position it is now: the current operational budget would be diverted elsewhere, the fund would be used to substitute for the diversion and there would be no money remaining for new parks and recreation facilities.

Other cities and counties use similar measures for open space acquisition. The East Bay Regional Park District, for example, taxes ten cents per one hundred dollar assessed value on property to generate approximately four million dollars annually in funds expressly reserved for open space acquisition. Recently the San Mateo Board of Supervisors placed a similar open space tax measure on the November ballot. San Francisco could pursue a similar tax or another type such as a sales, hotel or payroll tax in order to meet its open space needs.

A Charter amendment would be required to institute and raise money



for an Open Space Acquisition and Development Fund. The amendment should specify the intention of using the fund to acquire matching Federal and State grants where possible and should restrict use of the fund only to open space acquisition and development. This restriction would compensate for the revenues generated from certain operations in San Francisco's parks that revert to the City's General Fund, rather than being used for park purposes.

One project that the fund could undertake initially would be the 1976 celebration of San Francisco's centennial and the Nation's bicentennial. The fund could launch a drive to use Federal and State grants, private donations and City revenues to build a series of permanent shoreline parks to exemplify technological achievements, generate employment and emphasize environmental preservation and recreation.

Over the long run, the fund would be extremely valuable for acquiring where necessary and developing the shoreline recreation areas discussed in the following pages. Use of the fund would vary according to the kinds of improvements required and the type of public jurisdiction over the site. In the case of privately owned land, the fund would be needed for both acquisition and development. When properties are already owned by a public agency the fund should be used for recreational development only or, in some cases, should not be used at all and development should be the responsibility of the particular public agency.

#### CLIFF HOUSE/SUTRO BATHS

The Cliff House/Sutro Baths area is a vital link in an unbroken stretch of natural public open space along San Francisco's ocean coastline. The site itself is unique. It occupies a prominent and key site on the San Francisco headlands. Its 12.5 acres consist of two promontories including Point Lobos which rises 120 feet above sea level at its highest point, a hillside area on which are located two spring-fed reservoirs, and the large rock known as Flagstaff Rock connected to the beach by a narrow causeway. Two large tunnels which pass beneath the Point Lobos promontory open out to excellent views of the Golden Gate and the Marin headlands.

The Cliff House/Sutro Baths Acquisition Study, prepared by the Department of City Planning in 1967, proposed that this site be acquired by the City and preserved as public open space. Although a subsequent bond issue to acquire the site failed, interest in maintaining it in public ownership has increased in recent years. Inclusion of



## SUTRO-CLIFF HOUSE RECREATION AREA

the Cliff House/Sutro Baths site in proposals for a Golden Gate National Recreation Area has been supported repeatedly by citizen groups and the Board of Supervisors. Preserving this site is consistent with many of the Golden Gate National Recreation Area objectives, such as maintaining the natural character of the ocean shoreline, providing new recreation areas close to urban areas, and enhancing existing public open spaces.

When acquired by the public the Cliff House/Sutro Baths could be available for a variety of public recreational purposes including viewing, nature photography, fishing and walking. The site currently is in private ownership and, without acquisition for public use, it eventually will be developed, thus removing a valuable recreation resource from the public and negatively affecting the character of surrounding public open spaces.

#### ALCATRAZ

In 1968-69 development proposals were being considered for Alcatraz. It was concluded at that time that allowing development on a portion of Alcatraz could be a way to achieve the larger public goal of purchasing and thus retaining the remainder of the island as open space. It was also recognized that the feasibility of development on Alcatraz was dependent upon a substantial investment in demolition, transportation and utilities.

Since that time, the Department of the Interior has proposed to retain Alcatraz as open space and maintain it as part of the Golden Gate National Recreation Area. Including Alcatraz in this proposal which should be finalized in coming months would be the most desirable proposal for the future of the island. Open space use should protect historic aspects of development on

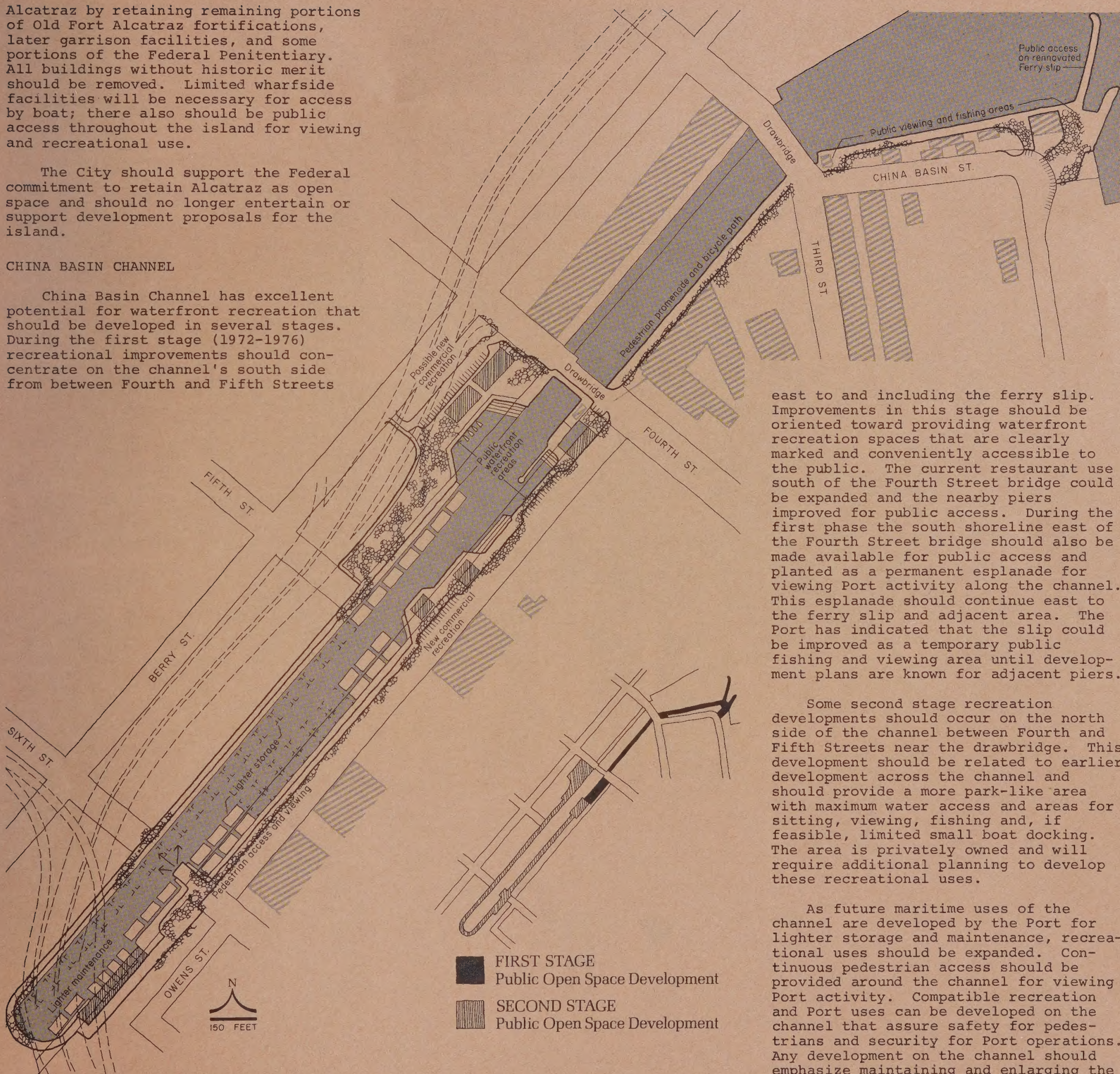


Alcatraz by retaining remaining portions of Old Fort Alcatraz fortifications, later garrison facilities, and some portions of the Federal Penitentiary. All buildings without historic merit should be removed. Limited wharfside facilities will be necessary for access by boat; there also should be public access throughout the island for viewing and recreational use.

The City should support the Federal commitment to retain Alcatraz as open space and should no longer entertain or support development proposals for the island.

#### CHINA BASIN CHANNEL

China Basin Channel has excellent potential for waterfront recreation that should be developed in several stages. During the first stage (1972-1976) recreational improvements should concentrate on the channel's south side from between Fourth and Fifth Streets



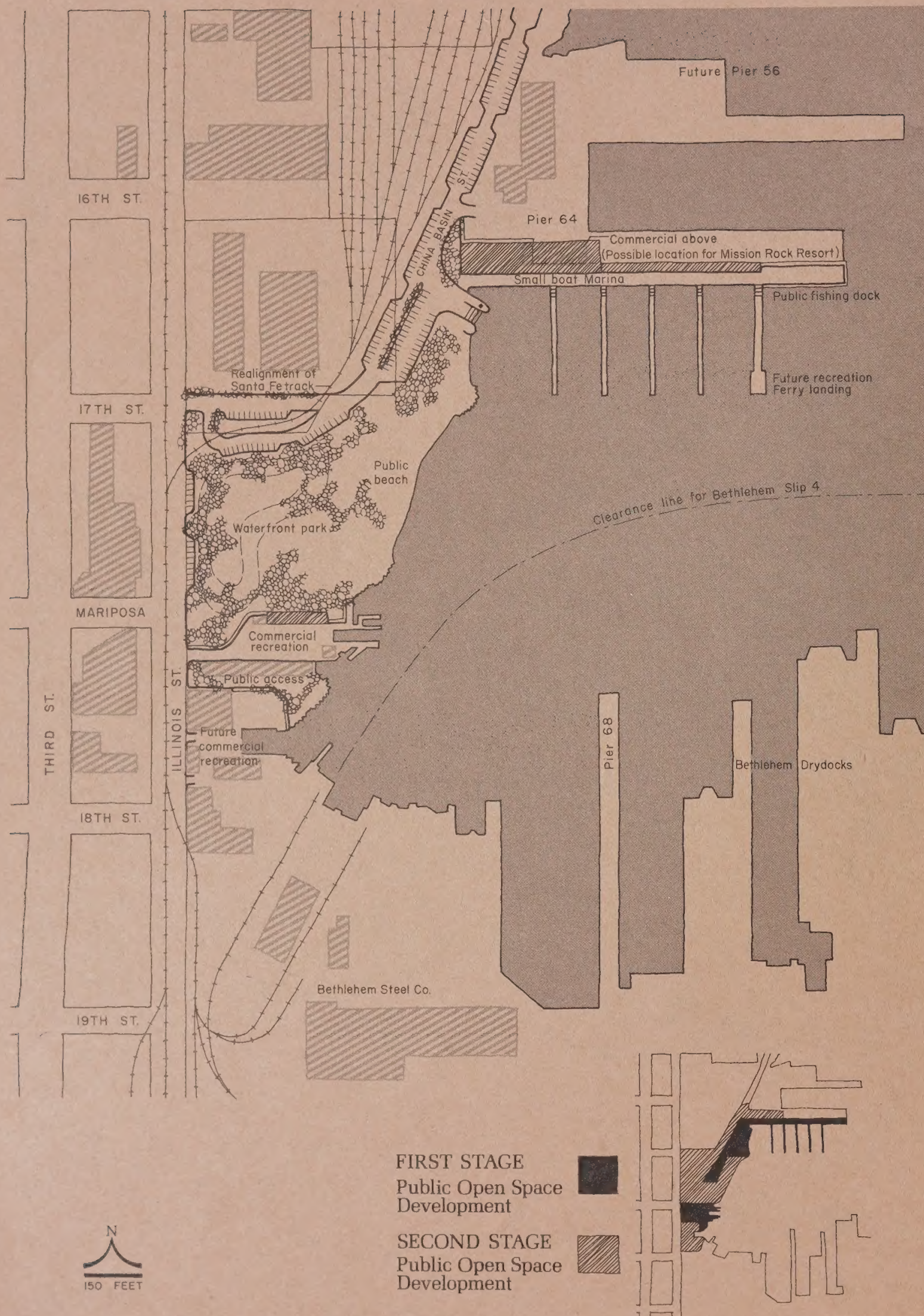
east to and including the ferry slip. Improvements in this stage should be oriented toward providing waterfront recreation spaces that are clearly marked and conveniently accessible to the public. The current restaurant use south of the Fourth Street bridge could be expanded and the nearby piers improved for public access. During the first phase the south shoreline east of the Fourth Street bridge should also be made available for public access and planted as a permanent esplanade for viewing Port activity along the channel. This esplanade should continue east to the ferry slip and adjacent area. The Port has indicated that the slip could be improved as a temporary public fishing and viewing area until development plans are known for adjacent piers.

Some second stage recreation developments should occur on the north side of the channel between Fourth and Fifth Streets near the drawbridge. This development should be related to earlier development across the channel and should provide a more park-like area with maximum water access and areas for sitting, viewing, fishing and, if feasible, limited small boat docking. The area is privately owned and will require additional planning to develop these recreational uses.

As future maritime uses of the channel are developed by the Port for lighter storage and maintenance, recreational uses should be expanded. Continuous pedestrian access should be provided around the channel for viewing Port activity. Compatible recreation and Port uses can be developed on the channel that assure safety for pedestrians and security for Port operations. Any development on the channel should emphasize maintaining and enlarging the water area and should be determined in conjunction with stringent water quality controls.

## CHINA BASIN CHANNEL RECREATION AREA





## CENTRAL BASIN

In keeping with the shoreline policies, a major new waterfront park should be provided at Central Basin. The development of the recommended 12-acre recreation area should occur in two stages. The first stage, to be concentrated east of China Basin Street and north of Mariposa Street to Pier 64, should be designed to meet citywide needs for waterfront recreation and create a new environment conducive to recreation. To establish a significant initial area the deteriorating oil wharf south of Pier 64 should be removed or rehabilitated for public recreational use. Eventually this area could be developed into a small public marina and ferry landing as additional open spaces and parking are provided. Existing boat clubs and restaurant use should be encouraged to remain but recognize that relocation probably will be required in the second stage of open space development. In this stage, the City should expand the park west to Illinois Street and south to Seventeenth Street, realigning China Basin Street and relocating some maritime industry elsewhere on the waterfront. South of Seventeenth Street it would be appropriate to maintain commercial-recreation services with public access where necessary. During these phases recreation and Port facilities should be well coordinated so that neither will interfere with the other.

## FERRY PLAZA

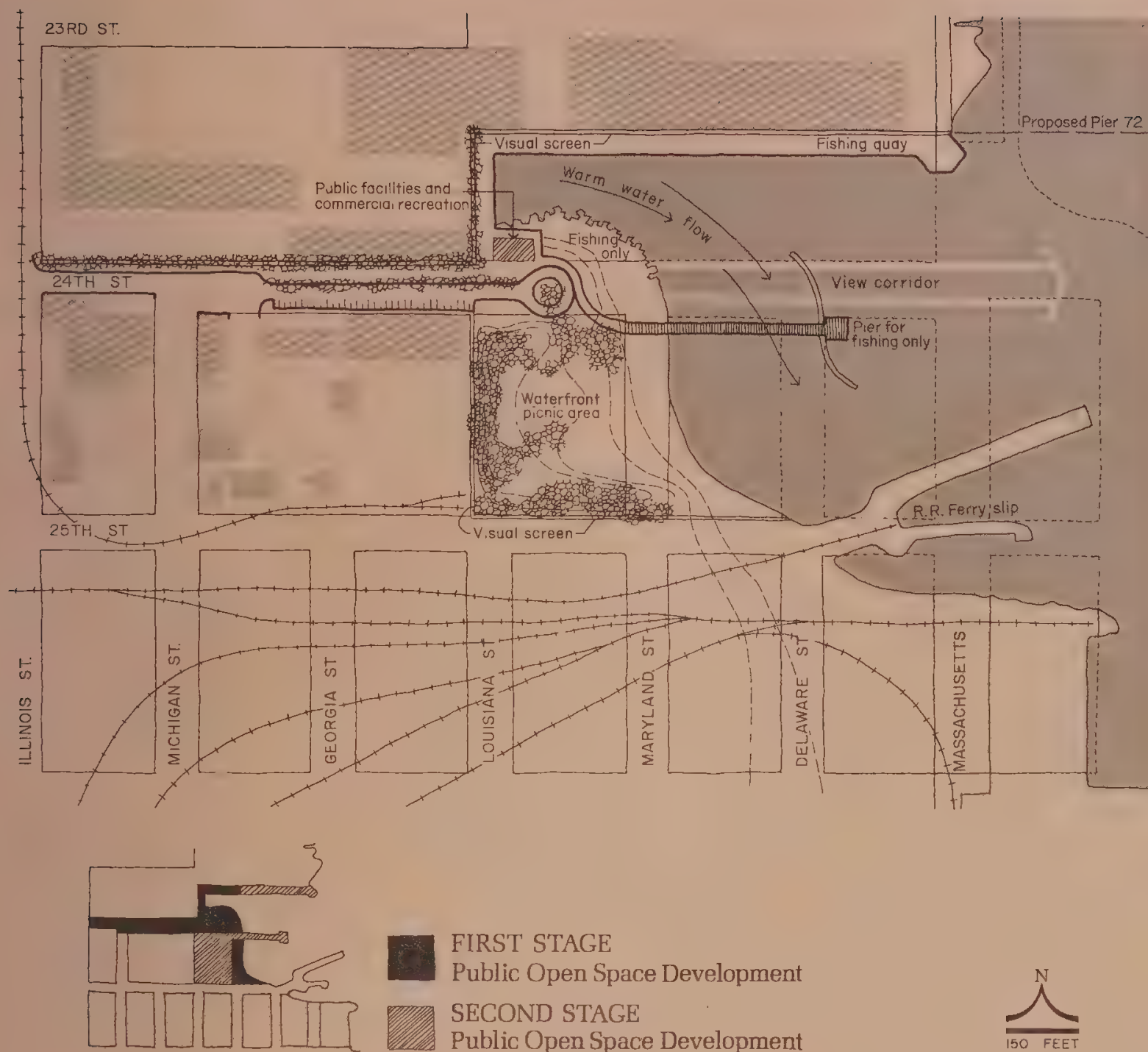
Construction of this platform, recommended in the Northern Waterfront Plan, is well under way. The platform, to protect the underwater BART subway tube, is being constructed by BART and will be turned over to the Port Commission upon completion, estimated for fall, 1972.

Careful consideration should be given to the design of and access to all buildings and grounds in this prominent waterfront location to make optimum public use of the site, preserve views and to ensure compatibility of design and function with the nearby Justin Herman Park and Market Street. Development on the platform, scheduled to be undertaken by the Port, will provide landscaped public areas for sunning and fishing and a small promenade to encourage pedestrian recreation use. A restaurant leased by the Port is also proposed. Vehicular access to the platform should be limited to service only with on-shore areas provided for restaurant parking. The Port should continue to be responsible for implementing and maintaining this new open space.

Eventually, the Golden Gate Bridge District may construct commuter ferry pier facilities nearby and connect to the platform uses.

# CENTRAL BASIN RECREATION AREA





## WARM WATER COVE RECREATION AREA

### WARM WATER COVE

As with other sites on the eastern shoreline, new park development at Warm Water Cove should occur in two stages geared to immediate and long-range types of improvements. First stage improvements should occur on the Twenty-fourth Street and Maryland Street rights-of-way as well as on the private lands which form the southernmost shoreline portions of the recreation site. These improvements should be oriented to fishing and creation of usable shoreline in the southern cove. Emphasis should be upon improving access to the site by paving and landscaping Twenty-fourth Street and making existing fishing areas more usable by installation of windbreaks, fish-cleaning facilities and sitting areas. PG&E, adjacent to this site, has already shown their commitment to maintain and improve the cove for public use. Additional City improvements

should be done in cooperation with the utility company.

Later stages should acquire the privately owned site at the southwest corner of the recreation area and provide for additional uses compatible with the fishing-based park development. This development might include a fishing pier, landscaping, picnic facilities and small leased commercial uses if directly related to fishing, such as food concession and bait shop.

### VIEW AREAS BETWEEN PIERS

A number of overlooks have been proposed in the Northern and Central Waterfronts. These areas are intended to give pedestrians access to a range of waterfront activities. Overlooks constructed by the Port will provide usable, attractive areas for seating and

viewing of Port activities with minimal interference of Port operations. They should be well-designed and generously planted, and might have displays to explain Port history and current activities.

### ISLAIS CREEK SITE

Public access areas will be provided on two small sites at the Islais Creek channel. The Port is to develop small observation areas and fishing sites on both banks adjacent to the east side of the bridge. Plans by the Department of City Planning and Port call for landscaped areas for resting, viewing and fishing, and for possible provision of moderate-priced food service.

In the event that the turning basin area becomes unnecessary for the Port's LASH facilities, it should be used for recreational purposes, and the possibility of a small-craft marina which does not interfere with Port traffic should be explored.

### SOUTH BASIN/CANDLESTICK POINT/CANDLESTICK COVE

An 85-acre park is planned for Candlestick Point and the surrounding areas. Development of the point, with some fill, will create a spacious park and a sheltered cove for aquatic recreation. The northern end of the point is intended for active recreation, including marina piers and commercial-recreation uses such as restaurants, shops and entertainment. This active northern portion of the point will provide San Francisco with a unique urban waterfront environment.

The southern portion will be, in contrast, a natural park area, thoroughly planted on well-designed land contours. This park should provide areas for field sports and court games, and be a center for amateur athletics for the neighborhood. Ample areas for trails, picnic tables, and shallow beaches should also be provided.

The immediate shoreline areas would be used for strip park development, with an adjoining scenic drive. At Candlestick Cove a residential development will be located along the shoreline, with continuous public access to the Bay.

Most of the lands proposed for development at India Basin and Candlestick Point are privately owned. Development of a major public park would require acquisition and improvement of the lands through cooperative action by the City and perhaps the Federal government, in addition to concessionaires where appropriate.

Since the land is adjacent to high-need areas, the project may be eligible





# INDIA BASIN RECREATION AREA

for Federal funds through the Legacy of Parks Program. It is unlikely, however, that this program could finance all park development in this area, because of the scale of the project and because the land is in private ownership. Even with Federal assistance, a City share and additional funds will be needed. Upon completion of the new parks at India Basin and Candlestick Cove, the Recreation and Park Department should be given additional funds to maintain them.

## INDIA BASIN

India Basin, one of two major new parks recommended in the "South Bayshore Plan", is an ideal site for recreational development. The Basin is a sheltered natural cove, and is adjacent to the Hunters Point and South Bayshore neighborhoods which have a need for new recreation space.

The first stage of recreational development should begin between the PG&E plant and the existing boat-yard facilities at Griffith Street. PG&E has long intended to cooperate in efforts for developing the basin into a recreation area so that fishermen may benefit from the warm water flow and others may enjoy recreation uses on land currently vacant. The existing boat yards should be maintained and improved, and as the area develops, be linked to a new public marina east of them. Most of the first stage work should be concentrated on building a new large shoreline park north of Hudson Avenue. Adequate parking will be necessary and some fill may be required to enlarge this area for recreation use. The vacant war-housing hillside west of this new park should also be landscaped and made available for picnicking, overlooking the shoreline activities.

As development progresses to the second stage the emphasis should be directed toward expansion of appropriate commercial-recreation uses and providing a public marina and parkland north of Fitch Street. At this time the proposed LASH cargo Pier 98 may be complete and pedestrian access should be provided along its shoreline from the India Basin Park.





# CITYWIDE PROGRAMS

## PRESERVING PUBLIC OPEN SPACE

The first citywide policy includes guidelines to be used in evaluating development proposals for public open space. Each guideline clearly states the conditions under which development should or should not be permitted. Carrying out these guidelines depends on case-by-case decisions made by a number of public bodies including the Recreation and Park Commission, the City Planning Commission and the Board of Supervisors.

Although preserving public open space is largely dependent on individual actions by these public bodies, there are two general actions which would be steps toward preserving a number of public open spaces designated in this plan. Both these actions involve zoning.

San Francisco has a Planning Code which regulates development in the city according to land use districts based on the Comprehensive Plan. There are residential, commercial, industrial districts and special use districts. There is also a "P" district for public land uses. This district includes public open space. In defining what uses are allowed in the "P" district the Planning Code now refers to the Master Plan (now called the Comprehensive Plan) and then lists principal uses and conditional uses permitted in the "P" district.

In the future, some principal and conditional uses permitted under the "P" district of the Code may conflict with the objectives and policies of the Comprehensive Plan. The potential for conflict has increased because the new Comprehensive Plan is much broader in scope and, in terms of policy, considerably more detailed than the old Master Plan. In order to preclude conflicts and simplify interpretation, the Code should be amended to eliminate all references to principal and conditional uses permitted in the "P" zone. The Code should simply refer directly to the Comprehensive Plan to provide the policy basis for City Planning Commission



□ Public Open Space in Public Use District

■ Public Open Space Recommended For Inclusion in Public Use District

## OPEN SPACE IN PUBLIC USE DISTRICTS



decisions on referrals and zoning cases involving public land.

The referring to the Comprehensive Plan as a basis for decisions is an underlying principle of the City Charter. The Charter intends that the Planning Code be based on the Master Plan. Over the years, many amendments to the Code have stemmed from revisions or additions to the Master Plan. The most recent example is the proposed height and bulk legislation which originated from the recently adopted urban design element of the Comprehensive Plan. In the case of the open space height and bulk district, the proposed legislation does not specify the height and bulk dimensions permitted under the Code. It refers instead directly to the Comprehensive Plan to determine what will be permitted in the open space height and bulk district. Following the principle of the height

and bulk legislation, the Planning Code should be amended to refer to the Comprehensive Plan in all cases involving the "P" district. This would make the "P" zone much more workable, and in the case of public open space, the City Planning Commission would have a clearer basis for making decisions.

At the same time the Planning Code is amended to refer directly to the Comprehensive Plan in cases involving the "P" zone, a number of existing public open spaces should be zoned for public use. While many of the existing public open spaces designated in this plan are already zoned for public use, a large number are zoned for uses other than public uses, such as housing and commerce. Rezoning these publicly owned open spaces to "P" would help preserve them. As new public open spaces are acquired, they should also be zoned for public use.



## ACQUIRING HILLTOP PARKS

The policies call for acquisition of the following hilltop sites: the privately owned portion of Bayview Hill, Columbia Heights/Majestic Summit, Grandview Park extension, Josiah Ridge, Kite Hill, Lakeview/Ashton, Lakeview Summit, Martha Hill, the Ryder site, and Tank Hill. These sites are designated because of their important natural and visual qualities and the prominence of most of them as view areas and orientation points throughout the city. They should be acquired for park purposes despite the fact that they are not located in high need neighborhoods or on the shoreline, which generally hold the highest priority as areas for acquisition of new open space land.

These sites should be under the jurisdiction of the Recreation and Park Department. Because of its shortage of maintenance funds, the Recreation and Park Department is understandably reluctant to assume maintenance responsibility for new lands. This problem should not stand in the way of the City's acquiring openspace sites, however, or of its accepting areas which might be donated. If additional funds are not allocated to the Recreation and Park Department to manage new sites they should nevertheless be acquired by the City and simply held by the Real Estate Department until the Recreation and Park Department is able to manage them.

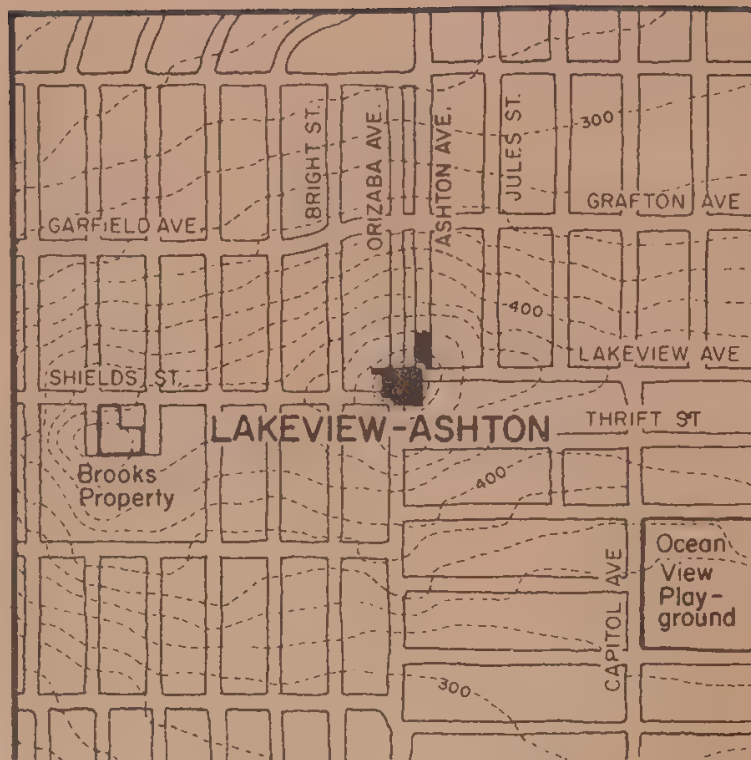
All of the hilltop sites are either totally or partially in private ownership, although many of them include public properties as well, chiefly in the form of unimproved street rights-of-way. Therefore, acquisition of private property will be required in all cases. In general, priority for acquisition should go to those sites that are immediately threatened by development. On several sites, development plans have progressed to the point where immediate action will be required if the hilltops are to be preserved.

Conventional acquisition methods should be employed to the degree possible. If they are not successful, the City should initiate eminent domain proceedings to acquire these sites.

As sites are acquired and funds are available, the City should undertake minor improvements such as benches, planting and trails to make the hilltops more attractive and usable. Above all, the natural qualities of these sites should be protected so that they continue to serve as small natural parks.

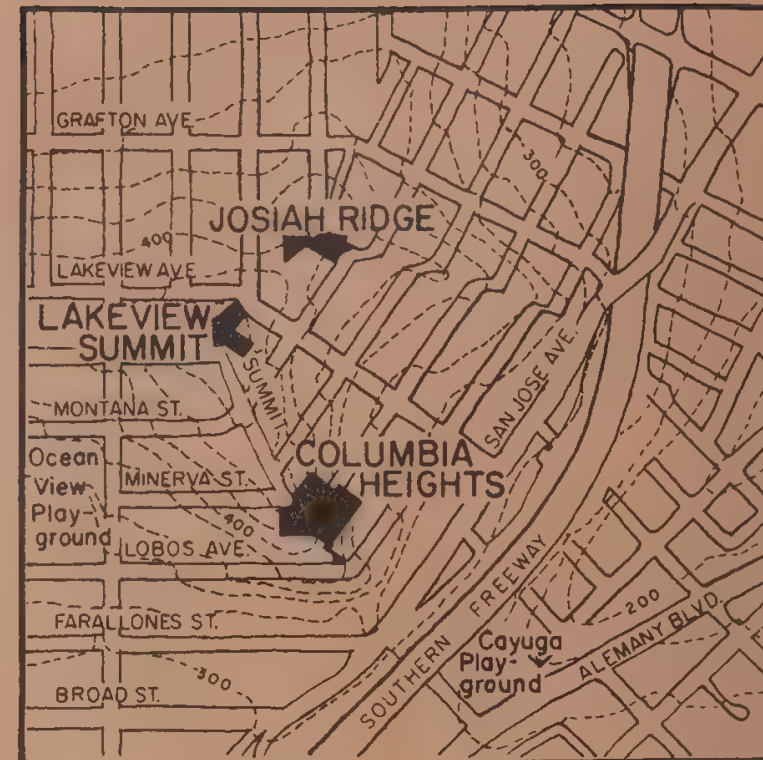
### BERNAL HILL

Bernal Hill is one of the few remaining opportunities for providing a



large amount of open space in the Mission area and is also a significant citywide landmark. The slopes and open hilltop are currently under the jurisdiction of the Department of Public Works except for the small portion owned by Pacific Telephone for micro-wave facilities. The hill has long been intended for park use, although shortage of Recreation and Park Department maintenance funds has so far precluded transfer to their jurisdiction. The Bernal Heights Association and the Mission Coalition as well as the Recreation and Park and City Planning Commissions have expressed support for transferring the open area above Bernal Heights Boulevard to Rec-Park jurisdiction and officially dedicating the land for park purposes. These actions would help assure preservation of this prominent open space for public park use. Once dedicated as a park, any changes in use would require an affirmative vote of the people.

The City should not risk losing the valuable open space on Bernal Hill. If sufficient funds are not available to Recreation and Park Department for maintaining this new park the City should commit itself to one of two methods for protecting the hill: 1) the hillside area above Bernal Heights Boulevard should be transferred to the Recreation and Park Department and dedicated for park purposes while the area below could continue to be maintained by DPW until transferred to Rec-Park when funds were available for management, or 2) the entire open space areas should be transferred to the Recreation and Park Department and dedicated for park purposes with maintenance continued by the Department of Public Works. In the event that the privately controlled parcel on the hill's top is made available, the City should acquire it.



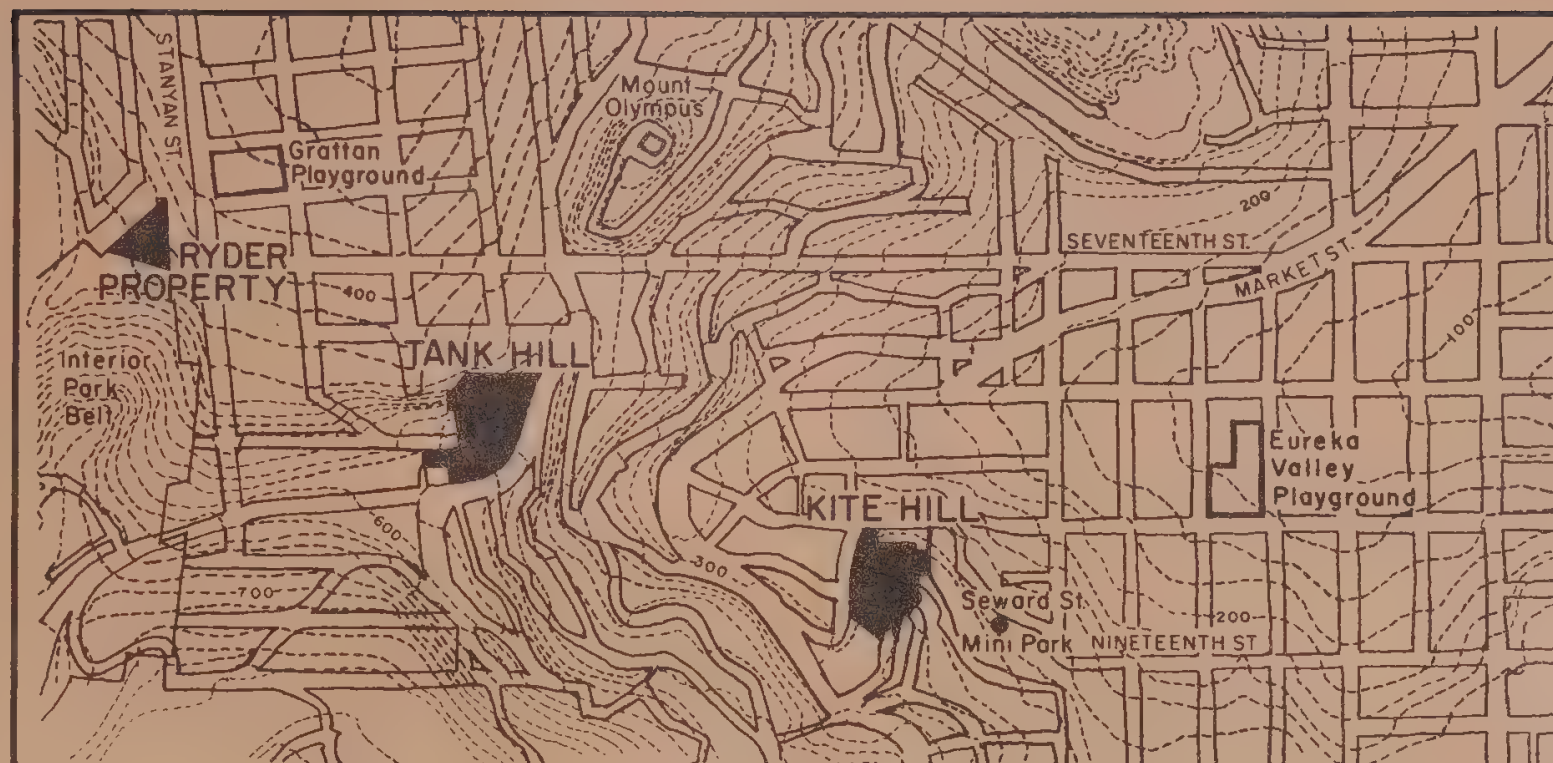
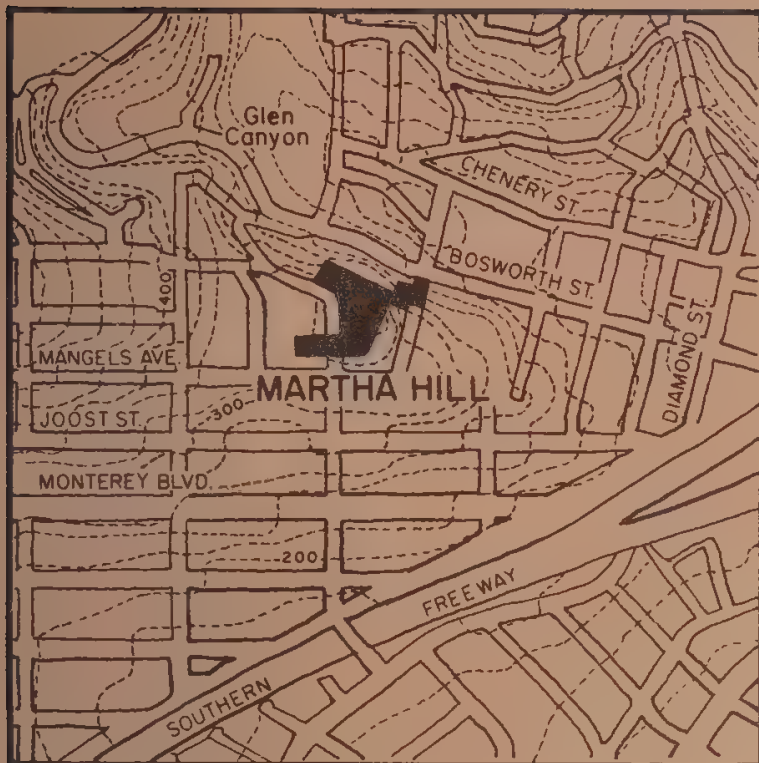
The hill exists in a relatively natural state that should not be further diminished. All recreational improvements necessary to aid in enjoyment of the hill should be minimal to preserve the hill's visual feeling and natural ecology. Picnic facilities should be confined to the level areas on the south side of the hill or to areas that are already developed. Pathways and landscaping with native plants should be carefully designed to conserve the land features and views. Bernal Heights Boulevard in the park should function as a recreational street with emphasis on pedestrian and bicycle use and with minimal auto capacity.

## TERMINATING CERTAIN RECREATION & PARK DEPARTMENT JURISDICTIONS

The "Plan for Action", a recent study of the Recreation and Park Department, has substantiated the fact that staff and financial resources of the Rec-Park Department are seriously overextended. In the past 20 years, the number of facilities under Rec-Park jurisdiction has expanded (33 facilities have been added since 1951) without concomitant increase in staff or financial allocations. In order for the Recreation and Park Department to be able to run these and other important neighborhood facilities, the "Plan for Action" recommends freeing the Rec-Park Department from facilities which it is not equipped to handle and which unnecessarily impair its ability to meet its public responsibilities.

Some of these facilities are oriented to commercial or tourist use and would be more appropriately managed by the Convention and Visitors Bureau.





Others are heavily used by San Franciscans, but because of their specialized nature would be better run through independent boards of directors or associations. All of the facilities in question serve important recreational functions in San Francisco and should be supported and improved by the City. They also, however, require highly specialized staff programming and management and are a drain on the already overextended Recreation and Park Department resources.

The following facilities, therefore, should be transferred from Rec-Park Department jurisdiction and operated in a manner more appropriate to the respective facility. Additional research should also be done into the possibility of creating a new Department of Museums to manage all City museums.

#### MARITIME MUSEUM

The Maritime Museum is a semi-independent museum in Aquatic Park, leasing space from the Recreation and Park Department at a nominal fee. Although the Director of the Maritime Museum is a member of the Recreation and Park Department staff, the Museum is run by its Director and the Maritime Museum Association, largely independent of the Department. This facility should be terminated from Rec-Park jurisdiction and be run either independently or through a new Museum Department in the event that one is created.

#### PALACE OF FINE ARTS

The Palace of Fine Arts has recently been restored and now houses the Palace of Arts and Science (Exploratorium) and a theater. The museum and theater lease space from the City through the Recrea-

tion and Park Department and the Department maintains the building and adjacent grounds. Although the Department should continue to maintain the park grounds, it would be better if the building was managed and maintained by an organization separate from the Recreation and Park Department. To date an arrangement like this has been hampered by the fact that long-term subleases have not been permitted under the City's lease of the Palace from the State.

Within the near future, the State will be returning the Palace title to the City at no cost. This will permit the City to negotiate long-term lease arrangements for occupancy and maintenance of the building. It is planned that the City will lease the building to the Palace of Fine Arts League who will assume responsibility for building maintenance and long-term lease arrangements with the Exploratorium and organizations using the theater. The Recreation and Park Department will maintain the grounds.

#### SCENIC HIGHWAYS, BOULEVARDS AND STREETS

The Recreation and Park Department maintains landscaped areas along several major streets including Dolores Street and Park Presidio Boulevard. This maintenance requires mobile equipment and presents a number of technical maintenance problems. It is expected that in the future the number of such parkways and heavily planted streets will increase, intensifying the existing difficulties. The maintenance of streets and boulevards would be more appropriately performed by the Department of Public Works with the aid of gas tax funds.

## ELIMINATING NONRECREATIONAL BUILDINGS IN PARKS AND PLAYGROUNDS

A number of San Francisco's parks and playgrounds contain nonrecreational public facilities which are no longer needed for their original purposes, or which may eventually become obsolete. In the corner of Golden Gate Park, for example, are a parking lot, Park Police Station and Park Emergency Hospital; in the west of the park is a major sewage treatment plant. Hayward Playground contains a fire communications headquarters which is currently in active use, but which could conceivably be phased out in the future. In most cases, these structures and uses interfere with public recreational activities. Some of them present physical obstructions to activity, and others attract high-speed automobile traffic into parks. As stated in the policy section of this plan, these kinds of uses should be eliminated from parks; and as they are eliminated, the sites should be reclaimed for public recreational and park use.

Design suggestions for the southeast corner of Golden Gate Park have concentrated upon the following: removing traffic from the park; replanting of paved areas; elimination or undergrounding of roadways as planned in the transportation element of the Comprehensive Plan; enhancing the main entrance to the park through redesign of the gateway and surrounding area; and using Park Emergency Hospital and Park Police Station for recreation-oriented activities such as bicycle rental or an elephant train depot.



Kezar Stadium has seating capacity far in excess of any use it might be put to, and it now constitutes an obstruction to good use of park space. Recommendations have been made in the past to demolish outer portions of the stadium and retain seating in a small amphitheater-type structure at berm level. This kind of redesign would allow continued use of the playfield but make the stadium smaller and more harmonious with its park surroundings.

In other parks there are similar opportunities which would provide improved balance of uses or enhance an existing use. Decisions regarding this kind of redesign should be made in close cooperation with park users and with residents of the adjacent communities.

REDUCING TRAFFIC IN PUBLIC OPEN SPACE

Automobile traffic in City parks is a serious problem. It interferes with recreational activities, damages plant life, and presents a hazard to pedestrians. In many cases the problem can be solved through redesign of roadways to reduce both automobile capacity and speeds. A number of streets should be closed entirely and reclaimed for recreational use. In large parks such as Golden Gate Park vehicles like the proposed elephant train would reduce the number of automobiles. The train should travel quietly at a slow speed from one end of the park to another, allowing people to view the park, stop at various points and enjoy park activities. Using the train as transit rather than an amusement ride would considerably reduce and possibly eliminate the need for private automobiles on park roads. Another means of reducing auto traffic in parks would be to encourage more bicycle users, an increasingly popular form of recreation and alternative to the automobile. Bicycle paths have traditionally been located in parks but a network of bicycle routes between major recreation areas would permit a safe way to the parks for cyclists and also allow park users an alternative to the automobile.

Different solutions to the automobile traffic problem will be called for in different locations. The following proposals, based upon the transportation element of the Comprehensive Plan, indicate some of the possibilities:

GREAT HIGHWAY

As recommended under the shoreline programs, the capacity of the road should be reduced substantially to correspond with its recreation function. It should be narrowed to a four-lane divided roadway on smooth curvilinear alignment within the existing right-of-

ZONING DISTRICT	LOT SIZE REQUIREMENTS	DENSITY REQUIREMENTS	MAXIMUM COVERAGE ON LOT		YARD REQUIREMENTS		USABLE OPEN SPACE REQUIREMENTS
			Interior	Corner	Side Yard	Rear Yard (Corner)	
R-1-D	Minimum area 4000 sq.ft.; minimum width 33'; except lots of record.	One dwelling unit per lot.	55%	60%	3' - 5'	25'*** (20')	No requirement.
R-1	New subdivisions: minimum area 2640 sq.ft.; min. width 33'. Others: minimum area 2500 sq.ft.; min. width 25'.	One dwelling unit per lot or per 3000 sq.ft. of lot area.	60%	75%	Not required.	25'*** (20')	No requirement.
R-2	Same as R-1.	One two-family dwelling per lot, or one unit per 1500 sq.ft. of lot area.	65%	75%	Not required.	25'*** (15')	Required in transitional lots only.
R-3 R-3-C	Same as R-1.	One dwelling unit per 800 sq.ft. of lot area or major fraction thereof.*	65%	70%	Not required.	25'*** (20')	200 sq.ft. per dwelling unit.*
R-3.5 R-3.5-C	Same as R-1.	One dwelling unit per 600 sq.ft. of lot area or major fraction thereof.**	65%	70%	Not required.	25'***-except for 200 sq.ft. thereof. (20')	150 sq.ft. per dwelling unit.**
R-4 R-4-C	Same as R-1.	One dwelling unit per 200 sq.ft. of lot area or major fraction thereof.	75%	80%	Not required.	1-3 story bldg.: 15'; 4 or more story bldg.: 25'. Parking in rear yard permitted.	No requirement.
R-5 R-5-C	Same as R-1.	One dwelling unit per 125 sq.ft. of lot area or major fraction thereof.	75%	90%	Not required.	1-3 story bldg.: 10'; 4 or more story bldg.: 20'. Parking in rear yard permitted.	No requirement.

\*For group housing, maximum density of one bedroom per 310 sq.ft. of lot area, requires 75 sq.ft. of usable open space per bedroom.

\*\*For group housing, maximum density of one bedroom per 220 sq.ft. of lot area, requires 55 sq.ft. of usable open space per bedroom.

\*\*\*No parking permitted in required rear yard.

Note: This chart is an excerpt from a Summary of Basic Provisions of the San Francisco City Planning Code. The City Planning Code should be consulted for complete and official provisions.

ABBREVIATED SUMMARY OF SAN FRANCISCO CITY PLANNING CODE

way. There should be new parking areas on the beach side, signal lights, shortened and renovated underpasses, and new pedestrian crosswalks to the beach.

JOHN F. KENNEDY DRIVE

Through, non-park automobile traffic on this recreational drive should be eliminated.

CROSS-OVER DRIVE

This connection in Golden Gate Park between Park-Presidio Boulevard and Nineteenth Avenue should be redesigned and realigned as a below-grade roadway. There should be no connection with John F. Kennedy Drive. The design should be limited to a capacity similar to Park-Presidio Boulevard and should be carefully aligned to avoid tree removal.

KEZAR DRIVE

This road should be undergrounded to restore the corner of the park to full recreational use, and the capacity should be designed to be no greater than that of the Fell-Oak couple. Waller Street west of Stanyan Street should be closed.

BERNAL HEIGHTS BOULEVARD

The road should be landscaped with natural materials and narrowed to accommodate slow pleasure traffic and pedestrians. Off-road vehicles should be prohibited on Bernal Hill, and vehicular access to the hill from the boulevard should be blocked.



## REQUIRING USABLE OPEN SPACE IN RESIDENTIAL DEVELOPMENT

The intensity of development combined with the need for open space requires that all new residential developments provide usable open space. The most efficient way to carry out this policy involves a change in San Francisco's Planning Code.

Some of the provisions of the Planning Code relating to residential development are shown on the accompanying chart. The requirements dealing with lot size and density, maximum coverage, yards and usable open space determine the minimum amount of usable open space provided in new residential developments.

As indicated on the chart, there is a usable open space requirement for middle-density districts (R-3 and R-3.5), but none for lower- and higher-density districts. The yard and coverage requirements for lower-density districts result in adequate usable open space and, therefore, no further requirements are needed. But because parking is permitted in the rear yards of higher-density districts, the yard and coverage requirements do not automatically result in usable open space. In fact, even if rear yard parking were prohibited in higher-density districts, the open space that would result would not necessarily be usable or sufficient to meet the needs of the residents. Often, it would be too small to use, inaccessible, and not properly located or designed.

Consequently, several requirements of the Planning Code should be amended to achieve usable outdoor open space in all new residential developments. First, the yard and coverage requirements for R-4 and R-5 districts should be revised to create a larger yard, not necessarily at the rear of the structure, with good exposure for outdoor use. Second, parking in that yard should be prohibited unless the parking is covered with a landscaped platform. Third, the usable open space requirement should specify: the amount of usable open space to be provided for each dwelling unit; how much of that space is to be common space shared by all residents and how much is to be private; and any other amenities needed to make the open space attractive to residents. The details of these recommendations should be further defined and published for extensive review and revision before an amendment to the Planning Code is considered for adoption.

## NEIGHBORHOOD PROGRAMS

There are several large areas in the city where the demand for recreation and open space far exceeds the supply, where opportunities for recreation are restricted because of social and economic factors and where recreation facilities are deficient and limited in the programs that can be provided. Neighborhoods having all these characteristics are Chinatown, the Mission, the Western Addition/Haight-Fillmore, Central City, South of Market, and South Bayshore. As noted in the introduction



HIGH NEED NEIGHBORHOODS

of this plan, the selection of these neighborhoods was based on a number of need and resource indices: median income, population density, delinquency rate, elderly and youth population measured against the number of recreation centers available, acres of recreation facilities and recreation staff hours allotted to each neighborhood. Improvements to meet current recreation needs in these neighborhoods are the primary concern of the following programs. Because the City Planning Commission already has adopted a detailed open space plan for the South Bayshore, individual programs were not rewritten for this neighborhood. The general recommendations which follow as an introduction to specific neighborhood plans are intended to apply as well to the South Bayshore area.

In the following pages five neighborhoods are discussed in terms of recreation needs and recommendations are

made for improvements in facilities and programs. Tentative priorities are established for each neighborhood based on discussions among neighborhood groups, the Recreation and Park Department, and Department of City Planning staff. It is hoped that the programs proposed will lead to neighborhood agreement on final priorities and ultimately to actions to meet those priorities.

The neighborhood plans are by necessity limited in scope. They focus on public recreation and the operation of the Recreation and Park Department in particular rather than private and semi-private facilities. Although private facilities are important and should be assisted by the City when possible, the City's jurisdiction pertains most directly to public action.

## GENERAL RECOMMENDATIONS

There are a number of concepts which relate to each of the five priority neighborhoods. These recommendations are stated below to avoid repetition in each of the specific neighborhood programs.

### IMPROVED COORDINATION BETWEEN RECREATION AND PARK DEPARTMENT AND SAN FRANCISCO UNIFIED SCHOOL DISTRICT

All five neighborhoods could benefit from improved coordination between the Recreation and Park Department and the San Francisco Unified School District. Most schools have yards and some have playfields which could provide valuable outdoor space in crowded neighborhoods; junior high and high schools have gymnasiums and sometimes shops as well. Auditoriums could be used for drama programs and classrooms for arts and crafts or programs for the elderly.

Some schools are currently available for recreation after school to dusk and on Saturdays between 10 a.m. and 5 p.m. and are supervised for free play by one Board of Education recreation employee. Generally, this arrangement makes only minimal use of facilities which have considerable recreation potential. Schools not currently available for community recreation use in priority neighborhoods should be opened, and most of the schools that are open should be used more intensively. Administrative separation of jurisdiction makes coordination somewhat difficult, but both departments have expressed a desire to improve coordination in the use of their facilities in order to expand recreational opportunity at the neighborhood level.

The following statement entitled "Coordination of Recreation Facilities, A Statement of Agreement Between the San Francisco Unified School District and the Recreation and Park Department"



has been adopted by both commissions in an effort to solve this problem:

#### GENERAL OBJECTIVES

1. *Secure adequate funding to provide for a complete well-rounded recreation program.*

2. *School facilities should be made available to the fullest extent possible, for use by public and quasi-public institutions for recreation purposes.*

3. *Supervised recreation programs on the grounds and in the buildings of both the Unified School District and the Recreation and Park Department should be increased.*

#### GUIDELINES FOR IMPLEMENTATION

1. *A Coordinating Committee to promote cooperation and efficiencies, and to explore methods of securing community participation should be jointly established by the Superintendent of Schools and the General Manager of the Recreation and Park Department. This committee should include the Director of Athletics and Recreation of the Board of Education, the Superintendent of Recreation of the Recreation and Park Department, and such other staff members as are appropriate. Other affected City agencies such as the Department of City Planning and the San Francisco Police Department may be invited to serve in an advisory capacity. The Coordinating Committee should submit to the Superintendent of Schools and the General Manager written quarterly reports detailing efforts to improve joint cooperation.*

2. *Proposals relating to joint or intensified use of school and public recreation facilities should be solicited and reviewed by the Coordinating Committee, with direct inputs from, and consultation of, involved neighborhood groups and/or appropriate community institutions.*

3. *Both the School District and the Recreation and Park Department should delegate adequate responsibility and autonomy to recreation directors and supervisors or, in some instances, to responsible community groups to encourage responsiveness to specific aims of the community and prompt meeting of emerging needs.*

4. *Existing City Charter responsibilities delegated to the Recreation and Park Department and the School District should be respected by the interdepartmental cooperation program.*

5. *Matters relating to the use of staff, operating expenses, maintenance costs, etc., should be resolved in advance and should be included in annual departmental budget requests.*

6. *Facilities and space under the jurisdiction of one agency should be made available to the other agency for the benefit of the program and the community. Terms of use of facilities and space by the other agency should be calculated and reimbursed in terms of out-of-pocket costs for facility use, or on some other equitable basis.*

7. *Exchange of staff, particularly those with specialized skills, should be encouraged wherever appropriate.*

8. *On a long-term basis, both agencies (Schools and Rec-Park) should work out a plan for sharing responsibilities for recreational space and facilities suitable especially for use by youth and adults. Considering the demand for these facilities by these two user groups, elementary school yards should assume a more versatile role in serving children aged 5 to 13. High school playfields and indoor facilities also should be opened to supplement public playground facilities for use by school-age adolescents with supervised programs provided by either or both of the departments.*

9. *These guidelines should be reviewed and revised regularly, to remain responsive to changes in community needs for recreation.*

#### SPECIAL SUMMER PROGRAMS

Each of the five neighborhoods has special recreational needs in the summer for young people who are out of school. In addition to there being a great need for summer jobs for young people there is a need for expanded recreation programs for all age groups. Isolated summer events are not sufficient. Programs are needed which will involve youth of all ages, especially older youth, in programs lasting throughout the summer. Playgrounds and existing recreation centers should organize baseball, basketball, swimming and other kinds of teams to participate in competition at the respective centers and in competition with teams throughout the city. Equipment, supervision, organization and transportation should be provided by the City. Community youth should in many cases be employed to assist playground directors in offering these kinds of programs in the summer months to all age levels, especially to older youth.

Because of the shortage of funds available to the Recreation and Park Department for these purposes Federal or State funds may have to be sought for the purpose of augmenting the summer program schedule. Local recreation organizations may also wish to cooperate with each other and with existing facilities to organize programs of this kind.

#### IMPROVED COORDINATION BETWEEN OTHER CITY AGENCIES

Many City departments own land and facilities which, although originally acquired or developed for nonrecreational purposes, have become important citywide and neighborhood recreational resources. Because of the growing importance of recreation and the increasing demand for recreational space and facilities in and around San Francisco, recreational uses will be developed in conjunction with other primary uses on many of these sites. Departments other than the Recreation and Park Department, therefore, are going to be increasingly involved in public recreation.

The Department of Public Works is important in this regard. As indicated in the urban design element of the City's Comprehensive Plan, streets, alleys and undeveloped rights-of-way throughout San Francisco are increasingly being looked to for development of small outdoor open spaces for the elderly and for young children. These kinds of spaces are an important resource common to all need neighborhoods. In every case where development of small spaces is recommended, streets or alleys should be considered as opportunities. They offer the possibility of providing useful recreation space which, with the installation of sitting areas and planting, can significantly improve a neighborhood at little cost to the City.

The Water Department is also especially important. Significant open spaces, both outside and inside the city, surround and protect San Francisco's water supply. The covered reservoirs throughout the city have long been considered for and sometimes adapted to recreational use. Other departments such as Police, Health and Fire also own some indoor recreation facilities, conduct programs such as the Police Athletic League and own scattered sites which have considerable recreational potential.

All City lands that can function for recreation purposes should be preserved and developed for these uses. The City departments involved should be efficiently coordinated to develop their various recreational resources, establish recreation use priorities and avoid duplication of services.

#### CHANGES IN THE RECREATION AND PARK DEPARTMENT

The "Plan for Action" prepared for the Recreation and Park Department in 1971 recommended a number of intra-departmental changes to improve the efficiency of Rec-Park operations. The following changes, now under way in the Department, are intended to increase





## PROPOSED RECREATION DIVISIONS

efficiency and responsiveness at the neighborhood level:

### *Reorganization of the Methods of Area Supervision*

At the present time neighborhood facilities are supervised by four area supervisors, headquartered at McLaren Lodge in Golden Gate Park, each of whom is responsible for one-fourth of the city. There have been several problems with this arrangement, most notably the lack of direct contact between Area Supervisors and their areas due to amount of responsibilities each of them has, and the fact that they are stationed outside their respective areas. In addition, there has been a considerable problem at the neighborhood level with lack of flexibility in staffing arrangements, and the inability of directors to make desired changes in staffing within their facilities. The "Plan for Action" has made a series of

proposals in an attempt to remedy these problems:

- Realign recreation area boundaries. Each of the proposed four areas will then contain three or four headquarters for Senior Recreation Directors plus "satellite" recreation facilities which can be readily supervised by Senior Recreation Directors from their headquarters. Changes in class specifications will be necessary to allow Senior Recreation Directors to supervise more than one facility, to give them adequate flexibility with staff in doing so effectively, and to promote neighborhood participation and programming.

- Headquarter each Area Supervisor in a suitable recreation facility centrally located within an assigned area, in order to give proper supervision to subordinates and develop closer relationships with the community served.

- Increase use of specialists and part-time people as needed Recreation Directors and reduce the number of "General" Recreation Directors assigned.

The Recreation and Park Department should continue reorganization of the Recreation Division as outlined above, in order to increase the responsiveness of the Division to the communities it serves.

### INNOVATIVE PLAY EQUIPMENT

Portable play equipment should be used more in neighborhoods throughout San Francisco and especially in all five of the neighborhoods discussed here. A variety of innovative portable playgrounds have been developed in the past few years. They offer an excellent opportunity for the City to expand children's recreation in crowded areas where high cost and scarcity of available land inhibit purchase and development of permanent parks. Playmobiles, for example, have been used successfully in many communities, and the Recreation and Park Department hopes to purchase a zoomobile which would transport animals into neighborhoods throughout the city.

The City should purchase more portable play equipment and set it up in high-need areas. The South of Market, for example, with its large amounts of temporarily vacant land, is ideally suited for use of portable equipment. The same is true of Chinatown where the large number of alleys and side streets provides ideal recreational space.

### CITIZEN PARTICIPATION

Finally, the recommendations and ideas presented here regarding each of the five neighborhoods presuppose active citizen participation in recreation planning and programming and cooperation among agencies in a given neighborhood. Citizen involvement is essential to the meaning and success of all ideas and recommendations presented here and is, therefore, not repeated in each neighborhood plan. Recreation and Park Area Supervisors and other representatives from the Recreation and Park Department and San Francisco Unified School District should work closely with representatives from private and semi-private recreational agencies as well as with interested groups and individuals from each community, to plan and coordinate recreational activities in the area. Effective cooperative programs have been established in the Western Addition, Oceanview-Merced Heights-Ingleside and Chinatown; cooperation avoids duplication of services and insures that new programs and facilities are related to the recreational needs of a particular neighborhood.



# MISSION DISTRICT

## BACKGROUND

The Mission is San Francisco's oldest neighborhood, and has long been an immigration center for persons from all over the world. Today, over one-third of San Francisco's Mexican-American population resides in the Mission. Language difficulties, lack of skills and poor education make it difficult for new arrivals to secure jobs, particularly ones which pay adequately or offer opportunity for social mobility. As a result, the unemployment rate in the area is high and the income level low. This is especially true among Spanish surnamed residents. According to the 1960 Census over 75 percent of Spanish surnamed residents had incomes below the poverty level.

The Mission is for the most part a residential area with substantial commercial strips on Valencia, Mission, Twenty-Fourth and Sixteenth Streets. The northeast quarter of the area has been in the past a mixed industrial area. This area is in a state of transition, with many industries in the process of relocating. Residential population today, however, remains concentrated in the south and western sections of the study area.

Current projects and recently adopted City policies will influence the Mission district in the near future. The completion of BART, with its Mission Street corridor, probably will result in increases in residential and commercial densities, especially in the immediate vicinity of the Sixteenth and Twenty-Fourth Street stations. Recently adopted City housing policy relates directly to the residential situation in the Mission district, calling for maintenance of existing housing stock rather than large-scale clearance and redevelopment. It can be expected, therefore, that in those areas where rehabilitation can maintain the existing stock, drastic changes in density will not occur through public action.

The Model Cities planning project, currently under way in the Mission, may also have effects on the area. Preliminary planning has concentrated in the fields of housing, jobs and education. Planning and implementation efforts will continue during the coming year in an effort to solve some of the area's most pressing problems. Planning for this project is taking place in close cooperation with the community, and though they are not a central concern of the project, recreational improvements will accrue from changes made through it.

There are also several housing developments which are at a very tentative planning stage in the area. The Regal Pale Brewery site, for example,



## MISSION



may at some time be developed for housing through use of the redevelopment program. Several additional transition sites are also under consideration for eventual development as housing. Most of these sites are sufficiently large and centrally located to provide useful recreation space in conjunction with new housing development. Any increases in residential densities at this scale should provide additional recreation space, according to the particular needs of the community.

The single most significant change expected to occur in the Mission is conversion of the Franklin Square area from industrial to residential use as recommended in the residence element of the Comprehensive Plan recently adopted by the City Planning Commission. Some industrial firms have moved out of the Franklin Square area, vacating both land and buildings. Although current Department of City Planning assessments of the area indicate that residential amenities and services are not yet available, it is recommended that they eventually be created and that conversion of the area to residence take place. This conversion will have a significant effect on use of Franklin Square itself and will intensify the already critical need for recreational facilities in the Mission.

#### RECREATIONAL NEEDS

The Mission district's public recreational facilities consist mainly of medium-sized playgrounds, which are best suited to the recreational needs of children through age 14. The playgrounds are antiquated and are run down by overuse. Private facilities supplement the public playgrounds to some extent by providing some indoor facilities, but they consist of small spaces and do not fill the largest gaps in the system. The principal recreational needs in the Mission are for:

##### *New Large Indoor Gymnasium*

Many adults and older youth in the Mission are interested in participating in basketball and other team sports during the evening hours, on weekends, and in all seasons when they have available time. A large public gymnasium should be provided for this purpose and it should be staffed with skilled, specialized Spanish-speaking directors who can offer relevant, challenging programs for this age group. Programs should be geared toward developing athletic skills as well as pleasant use of leisure time.

This facility should also provide small indoor spaces for arts and crafts programs, community meetings, and other indoor sports which may be of interest to the community.

##### *New Outdoor Playfield*

A large outdoor playfield space is also needed in the Mission. With the exception of Rolph Playground, existing facilities offer a series of rather small spaces which are inadequate for team sports, competition and league activities in which many Mission residents are interested. There is a great interest in soccer in the Mission, and additional space is needed for this popular sport. The new outdoor playfield should be staffed similarly to a new gymnasium, with a Spanish-speaking director.

##### *Improved Recreation and Park Department Facilities*

The Recreation and Park facilities in the Mission should be improved. Although development of the new facilities recommended above would go far toward relieving pressures caused by overuse, additional improvements are called for. Staff must be provided if the Recreation and Park Department is to maintain facilities in an appropriate manner. More and improved equipment such as ping-pong or pool tables are also needed in order for residents to make full use of the facilities. Finally, there is a need in most existing facilities for Spanish-speaking staff, preferably from the community, to run additional recreational programs. Changes will have to be made in civil service regulations in order to allow the Rec-Park Department more flexibility in hiring.

#### OPPORTUNITIES/RECOMMENDATIONS

##### *NEW FACILITIES*

New large indoor and outdoor facilities in the Mission could be efficiently provided in conjunction with new schools. Because of the 1975 deadline for earthquake-proofing the schools, it is possible that the San Francisco Unified School District will propose a bond for new school construction. This would be an excellent opportunity to create a multi-use facility which could respond to the critical educational and recreational problems of the district. Moreover, school location needs parallel recreational ones.

The new school should be developed as a community facility for joint use between City agencies so that a specialized and bilingual Recreation and Park Department supervisor can offer community recreation programs outside school hours including evenings and weekends.

##### *GYMNASIUM*

The gymnasium at the John O'Connell School could be more extensively used for community recreation. This gymnasium should be opened during evening

hours for adult and young adult programs, and should be staffed with School District recreation personnel equipped to lead programs at this age level.

The National Guard Armory should also be investigated for expanded use as a community recreational facility. This large indoor space is well located and could be used for various athletic programs during hours when it is not being used for military purposes. A cooperative arrangement with the Federal government and the Recreation-Park Department for joint use of this facility should be pursued. Additional sites should be investigated in the industrial area between Twenty-Second and Twenty-Third Streets, and Folsom and Harrison Streets.

Opportunity for a gymnasium may arise in the implementation stages of the Model Cities work. Although the Model Cities study is concentrating in the area of housing, education and jobs, recreation is also a related community need; the Model Cities Agency should cooperate with the Recreation and Park Department in meeting the Mission's recreational needs. If Federal funding is forthcoming for implementation of Model Cities recommendations, Federal funds should also be allocated toward meeting recreational needs in the area.

The Recreation and Park Department in cooperation with the Mission Coalition Recreation Committee should investigate Federal financing, bond propositions and conventional allocations in order to develop and staff these critically needed facilities.

##### *EXISTING FACILITIES*

##### *Mission, Folsom and Rolph Playgrounds*

Mission, Folsom and Rolph Playgrounds are the major playground facilities in the Mission district. They have a number of problems in common. All three, especially Mission Playground, are in serious disrepair. Funds from the Urban Impacted Program and matching 50 percent funds have been allocated during the 1972-73 fiscal year to rehabilitate these facilities.

All three, in addition, have indoor space so small as to be unusable. When better indoor space is provided elsewhere in the Mission, these buildings should be demolished and the space redesigned to provide either additional playfield space, a tot area, and/or sitting areas for the elderly, depending on community demand. In the meantime, they should be sufficiently equipped with pool, ping-pong tables, etc., to be more useful to residents.

##### *Mission Playground*

In addition to being renovated, Mission Playground should eventually be



extended east to include the properties facing on Valencia Street. Mission Playground is centrally located and heavily used and could benefit from this kind of long-range investment. To provide additional play area, expansion should include Cunningham Place on the east side, the adjacent parking area and restaurant and some residential buildings. The project would involve a small amount of relocation. Because of the importance of housing to the community, any relocation should be handled in close cooperation with community groups.

#### *Folsom Playground*

A problem which is unique to Folsom Playground is poor access. It is located at a busy intersection and gates to the playground are situated in the middle of streets, so that children are apt to jaywalk to enter the playground area. Two simple improvements could add to the safety of using the playground facility: a traffic light should be installed at the intersection of Folsom and Twentieth Streets, and gates into the playground should be relocated to safer points. These changes would make the playground more usable.

Plans have long been in existence to expand this overcrowded facility to adjacent properties to the north. Although these properties have been for sale, the housing situation in the Mission precludes displacement of residential units which would be involved in such a transaction. If and when adequate housing units are available for relocation, properties adjacent to the playground should be purchased to allow for playground expansion.

#### *Garfield, McKinley and Franklin Squares*

The Mission district also contains three large squares and several mini-parks for which specific recommendations are not being made. McKinley Square has been more or less eliminated as a Mission district recreational area by freeway construction.

Garfield Square was the site of construction of a pool and community facility, and recently was extended by the closing of Twenty-Sixth Street, where basketball courts and play equipment were placed. Although there have been repeated problems of vandalism, recent cooperation with and staff hiring from the community have begun to make Garfield a more useful facility. Pressures were relieved by the hiring of an indigenous recreation leader and adding the basketball court for older youth, but the general environment for recreation is still problematic and leaves much to be desired in terms of safety and attractiveness. Cooperative efforts by community groups and the Recreation and Park Department should continue in order to reduce vandalism and strengthen the recreation program.

Franklin Square is situated in the nonresidential corner of the Mission district. City policy recommends converting the area adjacent to the square to residential use. At the request of community groups, the square is currently being developed with a soccer pitch. This action will provide additional area for soccer and leave room for recreational space for young people and for the elderly. In conjunction with this project, which is being financed through Urban Impacted funds, children's play apparatus is also being added. It is hoped that these improvements will increase the use of Franklin Square.

#### *Bernal Park*

Bernal Park is a heavily used area on the southern edge of the Mission district. Improvements could make the park much more useful to community residents. Maintenance of the park should be improved; planting should be restored, benches and sitting areas repaired, and the park should be kept cleaner than it currently is. Adequate lighting is also required to make the park safe during evening hours. The children's play area creates special problems inasmuch as damage to the equipment makes it dangerous for young children to use -- maintenance is especially important for the playground area.

A full-time Recreation Park director is also needed in Bernal Park. The nearby Precita Neighborhood Center and St. Anthony's recreation facility have gymnasiums and other indoor space which could be used in conjunction with the park to provide additional area for programs to take place. A Rec-Park supervisor should conduct programs in one or both of these centers as well as in the park itself.

## SOUTH OF MARKET

### BACKGROUND

South of Market is one of San Francisco's primary industrial and service districts and a residential community as well. People live in small houses and apartments lining alleys within super-blocks of warehouses and offices, over businesses, sandwiched between repair shops and manufacturing facilities, or in residential hotels lining Fourth, Fifth and Sixth Streets in the vicinity of Mission and Howard.

Many residential amenities have been eliminated over time. Open space has consistently been sacrificed to other types of development in the South of Market. Until 1948, the South of Market had three major parks and playgrounds; since that time, the area has experienced a steady decrease in recreational acreage. Of the three major parks once

located in the area, only South Park remains. Father Crowley Playground is now freeway and the Hall of Justice; Columbia Square, one of San Francisco's oldest parks, was developed into Bessie Carmichael School on the basis of a citywide referendum.

The South of Market is in a state of change. The financial and commercial districts are expanding to the south, causing land values south of Market to increase. The Yerba Buena Center is replacing residential areas immediately south of Market with commercial development. But residential use will also continue.

New low-rent housing for the elderly has recently been completed at Clementina Towers and is under construction at Alexis Apartments, and low-rent housing is committed for those persons displaced by demolition for Yerba Buena Center. The residence element of the Comprehensive Plan calls for residence as part of mixed use development in larger areas of South of Market. As these changes gradually occur, the now critical need for open space and recreation facilities south of Market will expand rather than decrease.

### RECREATIONAL NEEDS

The South of Market includes four subcommunities with differing residential populations and recreational needs. The residential community concentrated around South Park consists mainly of families. Recreation in this area should be oriented to children, teenagers and young adults with some passive recreational activities for older persons. The area north of Harrison Street west of Sixth Street has a high concentration of Filipino residents, many families, and a substantial elderly population. It is served mainly by Canon Kip Community House and St. Patrick's Church. Combined, these facilities provide limited recreational programs and family services such as day care and some medical services. In general, this area has suffered more from losses of open space than other communities. Although mini-parks have been and will be developed, there is a critical need for outdoor open space.

The third group of residents includes those who live throughout South of Market, especially east of Sixth Street. This group consists mainly of elderly single men with limited mobility who live in the residential hotels concentrated here.

The other residents are young adults experimenting with a variety of communal life styles. Some are moving into vacated warehouses while others have taken over some of the three- and six-family apartment units. These residents are beginning to seek recreational



facilities and services for themselves and their pre-school children.

Among the communities in South of Market there are essentially three major recreational needs which the City should be meeting in some way.

*Large Centrally Located Outdoor Playfield*

South of Market needs a large outdoor facility to serve its youth and adult population. No such facility exists in the area. This space should be developed in the area north of the freeway between Seventh and Eleventh Streets, easily accessible to the family population. It should be staffed with a skilled athletic director to organize team sports during times including evening hours and weekends. Such a facility could also relieve pressure in nearby neighborhoods such as the Mission and Chinatown whose outdoor facilities are overcrowded.

*Expanded Programs*

The South of Market needs expanded recreational programs for children, for young adults, and especially for the elderly. A great many South of Market residents, particularly elderly, live alone and lack the usual means of making social contacts through a family and job. Recreational activities and programs, such as movies, games or social activities which could be conducted in hotel lobbies, and other existing indoor spaces, should be greatly expanded.

*Small Parks to Serve the Elderly*

Elderly persons and many hotel residents are not highly mobile. They need outdoor parks and sitting areas for socializing and relaxing close to the areas where they live and to the principal centers of community activity. South of Market weather is good, and small outdoor parks would be well used.

OPPORTUNITIES/RECOMMENDATIONS

*NEW FACILITIES*

*New Large Park*

Although land costs are very high south of Market Street, the need for a major new park has long been recognized by the City. Past bond issues, which were defeated, proposed such a park, and the community has been vocal in its demand for such a facility. Although high cost of land and difficulty of locating a site have inhibited park development, public and private efforts should continue to be made to locate a new park south of Market, convenient to the family population. In the meantime and on a permanent basis if it proves





successful, some area underneath the freeway should be converted from parking space to court space and areas for active play.

#### *Increased Programming*

The program deficiencies of South of Market should be met in a variety of ways. The Recreation and Park Department at one time had a staff position called roving director which allowed a staff member to travel around the South of Market and offer programs in a variety of facilities. This position has since been cut from the Department's budget. The Rec-Park Department should be reallocated a roving director who should be hired for the South of Market to work with various groups and who should be authorized to work out of hotels, private and semi-private recreation facilities, as well as out of Recreation and Park Department facilities such as South Park. Similar programs have been successful. Friday evening movie programs, for example, have been conducted in the lobby of the Milner Hotel and have been very popular. A Recreation and Park Department staff member could offer a games program or whatever residents desired in these lobbies which are already established as social and gathering places for hotel residents, and could spend other hours supplementing programs at existing indoor facilities such as Canon Kip and South Park Community Center.

Extensive programs with an additional full-time director should also be offered in one indoor space centrally located to the elderly hotel residents of both the South of Market and the Central City area. The old Mint located at Fifth and Mission Streets, should be investigated as a potential location for such a space. Although portions of the building will soon be used for a new museum and display, there may be surplus space which could be used as a South of Market-Downtown Senior Citizens Center. As well as being convenient for elderly hotel residents of both neighborhoods, this space is at a major transportation crossroads, and is already in public ownership. It has considerable outdoor space surrounding it on Mint Street and Jessie Street as well as on the site itself. This surrounding outdoor space should be converted to accessible park area to be used by the public and in conjunction with senior programs being offered indoors.

Additional programming should also take place through the Mayor's Office of the Aging. This agency should be encouraged to handle specialized programming for the elderly, and should station capable staff to carry out recreation programs in the South of Market community.

#### *Small Parks*

Small parks should be provided immediately south of Market between Third and Sixth Streets and north of Harrison Street. New park sites should be located outside the Yerba Buena project boundaries in the vicinity of Sixth Street where there is a major residential concentration. Several sites south of Market have been identified as good opportunities for a small park.

#### *EXISTING FACILITIES*

##### *South Park*

South Park, built as a residential park in 1854, is the last sizable open space left in South of Market. A pleasant, tree-lined park with a small children's play area, South Park has been plagued with problems of safety and maintenance.

Seventy thousand dollars was recently invested in redesign of and improvements to South Park. Improvements, designed in consultation with the South Park community, included barbecue areas and tables, new trees and benches, three new groups of play equipment, a small plaza and stage, drinking fountains and recontouring of the park land. These improvements have gone far to make South Park more useful to residents but a full-time director for the park is still needed. Although a part-time Rec-Park director currently operates programs in the South Park Community Center, a full-time person is needed. This full-time director could work in the park and the center to offer supervised recreational activities.

##### *South Park Community Center*

South Park Community Center is located immediately adjacent to South Park. Although the Recreation and Park Department does not own South Park Community Center, it conducts successful recreational programs here. The Recreation and Park Department director is a South Park resident. As mentioned above, the programs in this center should be expanded and the Department should employ a full-time rather than part-time director in South Park. If other uses in the Community Center are discontinued, the Department should take over the building.

The Recreation and Park Department should also provide the Community Center with additional supplies -- particularly for the crafts and photography programs -- and equipment to make the facility more usable. This and similar actions of cooperation can expand recreational opportunity to the neighborhood at comparatively little cost to the City and at the same time take advantage of established patterns of recreational use.

#### *Sumner Mini-Park*

Sumner Mini-Park is located on a quiet back alley with relatively little street life and is sandwiched between apartment buildings and parked cars. The park has no landscaping and is isolated from street activity. Its remote location and poor visibility make it a likely spot for criminal activity. Only a few children have been observed using this mini-park during the times it was visited.

This site was not acquired by the City, but was leased for a ten-year period. Because of safety problems and little use, this site's lease should be allowed to expire and compensatory space be provided in better locations.

##### *Langton-Howard Mini-Park*

A corner lot at Langton and Howard Streets has been developed as a mini-park in accordance with long-term community participation. This site is centrally located and appears to be fairly well used. The equipment, benches, built-in tables and seats, and generous landscaping, should be very useful in this area. When funds are available, night lighting should be installed.

##### *Bessie Carmichael School*

During the summer months the Recreation and Park Department operates the playmobile and portable pool at Bessie Carmichael School. Usually the pool is operated at this location all summer long, and the playmobile is there two days each week. These programs are very popular and well attended and should be continued, and expanded if funds and staff become available to the Recreation and Park Department.



# WESTERN ADDITION

## BACKGROUND

Low income, unemployment and high densities are problems the Western Addition shares with other high-need neighborhoods identified in this plan. As in the Mission and Chinatown, there is a high proportion of young people placing heavy demands on recreation facilities. And as in the Central City, there is a concentration of elderly people in apartments. But unlike most other neighborhoods, part of the Western Addition is undergoing redevelopment.

Redevelopment has brought advantages, such as new parks and new housing. It has also been disruptive. Much construction remains to be done in the project area, and the massive relocation resulting from demolition caused many people to move into the neighborhoods immediately west and south of the project area, thus intensifying the demand for public recreation.

Residential densities in the Western Addition can be expected to remain more or less constant in the future. Additional low- and moderate-income housing will be completed in the project area; and the remaining residential area may, in accord with adopted City housing policy, undergo maintenance work but not large-scale clearance and redevelopment. The need for additional recreation facilities is expected to remain critical unless improvements are financed through public funds.

## RECREATIONAL NEEDS

The Western Addition is highly organized, and in recent years a series of implicit recreation priorities have emerged. Although the priorities are preliminary and subject to revision, their clarity is directly attributable to the years of experience that residents of the Western Addition have had in dealing with public and private programs to improve their neighborhood.

The recreational priorities that have emerged are as follows:

### *A Large New Indoor Facility*

More indoor space is needed in the Western Addition. Hamilton Community Center and the YMCA on Geary are programmed close to capacity. Aside from these two important facilities, residents think that in general there has been a proliferation of very small kinds of facilities and spaces suited to the needs of young children or very small groups. However, there are a great many youth and adults interested in participating in league competition athletic programs after school or work hours. There are few places for such programs. A large indoor facility and programs are

needed to teach athletic skills to youth and young adults, suitable also for other age groups.

This new facility should be located centrally so as to serve the two major communities involved -- the area west of Divisadero and the Haight-Fillmore. And if possible, it should be designed to function as part of any new secondary school facility constructed to serve the Western Addition.

### *Additional Accessible Open Space*

To serve the small children and older people in the densely populated area west of Divisadero and north of Hayes Street, additional open space is needed. Although there is open space on the periphery of the area, it is inaccessible to these groups because of traffic. Neighborhood parks are needed within easy walking distance of residents.

### *Improved Programs*

The third major need is for additional recreation programs. An extensive summer program is needed. Occasional summer events do not suffice. Daily programs are essential throughout the summer. Additional year-round recreation programs are needed as well. First priority is for organized recreation programs for youth age 12 and over and for children age 6 to 12. If the recommended new facilities are built, existing facilities can serve the younger age group well with increased programs. Programs for these two age groups should be kept separate where possible because of the difficulties in working with the two together.

Improved programs are largely dependent upon the recreation staff itself. In general, the following qualities are important in staffing Western Addition programs: professional athletic skills, willingness to innovate and change with changing community needs, and familiarity with the community and residents.

### *Better Use of Existing Facilities*

Improvement to and changes in the use of existing Recreation and Park Department facilities in the Western Addition can upgrade the recreational situation substantially. Specific recommendations in this regard are listed as part of the following section.

## OPPORTUNITIES/RECOMMENDATIONS

### *NEW FACILITIES*

#### *Large Indoor Facility*

A gymnasium and recreation rooms to serve the Haight-Fillmore and the area west of Divisadero should be provided

either by building a new facility centrally located between the two areas or by developing two indoor recreation facilities, one in each neighborhood.

There is a good opportunity for providing a centrally located recreation center on air-rights over the Department of Motor Vehicles' parking lot on Broderick between Oak and Fell. This is public land and more intensive use for public recreation facilities is justified. Construction over the existing parking lot or with the parking lot depressed would allow continued parking and at the same time permit development of a large indoor facility. The proximity to the Panhandle is an asset for an indoor facility in that programming of an indoor center could take better advantage of playfield space.

If a separate facility were developed for each neighborhood, the gymnasium at John Adams Adult School could be converted to more intensive community use. This action would not involve construction of a new facility, but would make the gym more accessible to the community by extending its hours of operation and offering community-oriented programs, staffed by the Recreation and Park Department.

Opportunities also exist for a gymnasium in the Haight-Fillmore area. The Salvation Army owns two vacant warehouses at Haight and Fillmore and plans to convert them into a major recreation facility. The City should support this plan in whatever ways it can. If a public gymnasium is not developed in the area, the Recreation and Park Department should be allocated more staff to cooperate with the Salvation Army in offering community-oriented programs and whatever specialized skills are in demand by the older youth and young adults in the community.

### *New Open Space West of Divisadero*

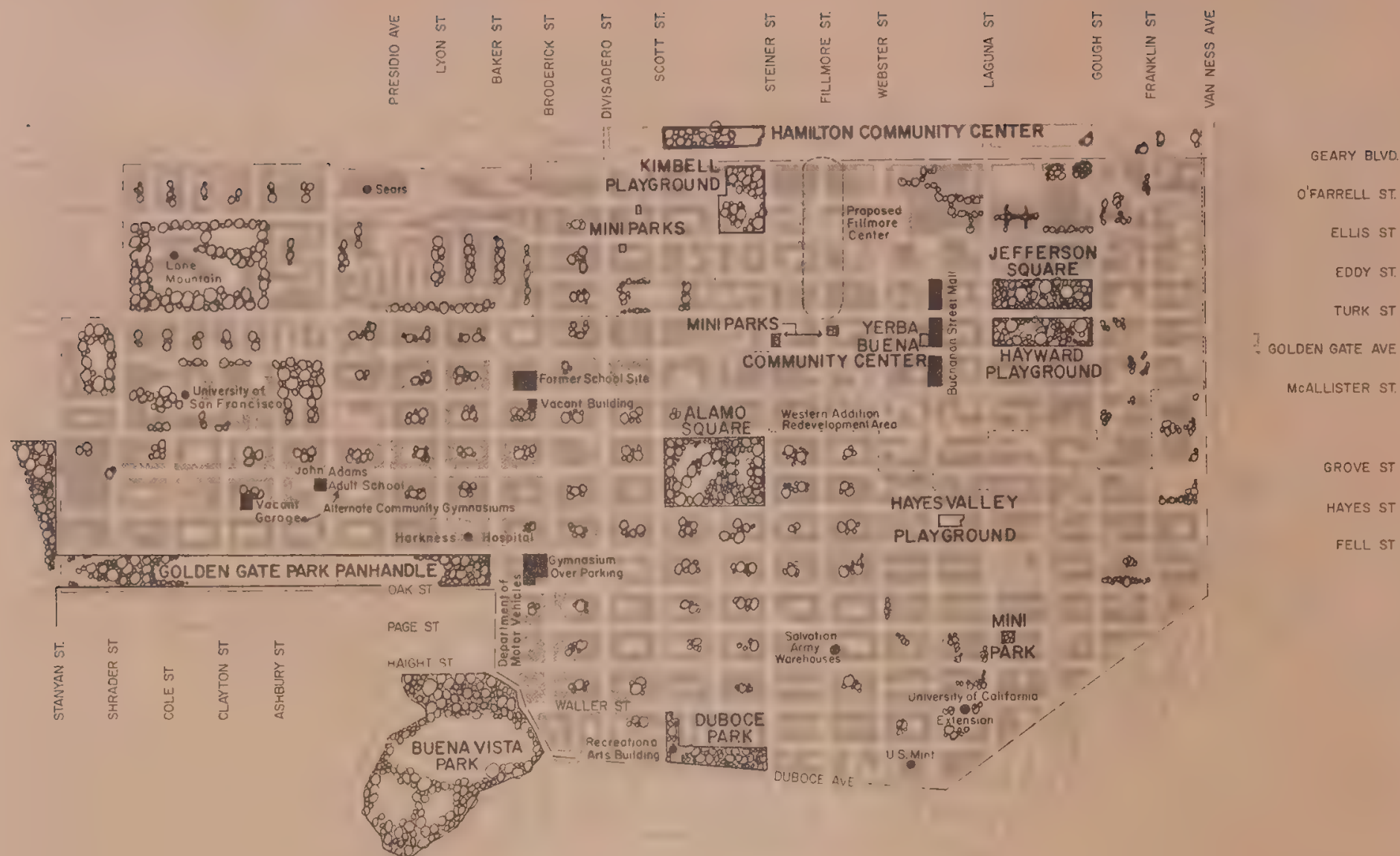
One possibility for providing outdoor space in this area is on the south side of McAllister, between Broderick and Baker. The site is presently occupied by a large vacant apartment building, and while demolition of housing is generally an unacceptable method for obtaining open space, the dilapidated condition of this building plus the guarantee of no residential displacement make this site worth considering. It would be a good location for a park and should be designed to provide sitting areas and play areas for small children.

### *EXISTING FACILITIES*

#### *The Panhandle*

Heavy traffic on either side of the Panhandle is a major drawback to both active and passive recreation. Unlike other parks, the Panhandle does not seem





## WESTERN ADDITION

to attract people for relatively long periods of time; rather, many people use the Panhandle on their way to another destination. The one notable exception is the Panhandle basketball court, which is well used by teen-age boys. The children's play area is not fully used for there is a problem of safety due to heavy traffic on either side of the park.

Three actions are recommended for the Panhandle. The paved strip in the center of the Panhandle should continue to be landscaped, but a paved area adequate for two or three basketball courts should be retained. In addition, the children's play area should be improved and another one added in the neighborhood north of the Panhandle. The single most important improvement to the Panhandle would involve solving the traffic problems caused by the high-speed one-way thoroughfares on either side of the park.

### *Yerba Buena Senior Center*

The Recreation and Park Department operates two senior centers and 18 senior programs one day a week at recreation centers and playgrounds throughout San Francisco. The Golden Gate Park Senior Center is active and a new building in Golden Gate Park is planned. The one-day-a-week programs are also very popular. The Yerba Buena Senior Center, located in the Western Addition, however, is not well attended. The composition of the population around the center has changed. Families with children predominate and the elderly population has dwindled. Safety problems also discourage attendance at the center. As a result, membership has declined to about 100 people, and daily attendance is considerably under full membership.

The Yerba Buena Senior Center has several large classrooms, a lounge, a

library, large ballroom, a kitchen and outdoor patio. This large facility is underused as a senior center and two alternatives are suggested to make better use of it. First, the senior program could be supplemented by busing in senior citizens from the downtown area to participate in the Recreation and Park Department program at this location. The second alternative involves making multiple use of the facility by combining a family-oriented recreation program with other needed services such as day care. Programs of this type should be conducted by agencies other than the Recreation and Park Department. One possibility may be to employ the elderly as paid staff and volunteers in the day-care program and the family center. This concept may have broader application throughout the Western Addition where it is contended that the elderly should be included in community programs rather than served by separate programs only for seniors.



### *Hayward Playground*

The eastern portion of Hayward Playground is devoted entirely to softball fields which are heavily used by teams from throughout the city. Both fields are tightly scheduled well in advance for evenings and weekends; and, in a sense, this portion of Hayward functions as a citywide facility, not one used mainly by the surrounding neighborhood.

The Fire Department's central alarm building, transmitting tower and parking lot are located in the middle of Hayward Playground on the Turk Street side. This represents a dead space in terms of recreational use.

The western portion of Hayward has a number of game courts on one side, a children's play area and field on the other, and a small recreation building in the middle. This is a neighborhood facility, but use has dwindled because of redevelopment. The program for girls in the Hayward recreation building is poorly used, partly because of the demolition of the surrounding neighborhood and also because the facility itself is unattractive and inadequate.

There is a two-part solution to Hayward's problems: Athletic field floodlighting should be installed at a number of locations throughout the city such as Jackson Playground, Upper Noe, and Silver Terrace. This would permit organized league play to be distributed more equitably throughout the city, and would allow greater community use of Hayward. In addition, the west side of Hayward should be made more attractive. Improvements to the west side should wait until redevelopment is further along and more housing is completed in the area. Until that time, it may be desirable to transfer the Hayward girls' program to a more attractive location.

### *Hayes Valley Recreation Center*

Although located in a densely populated neighborhood, Hayes Valley Playground and recreation center are not used to full potential. Part of the problem relates to safety. Another factor is that the playground is planned to serve a number of age groups, but does not meet any one group's needs adequately.

It is recommended that Hayes Valley be turned into a facility exclusively for children under 12 with an active recreation program after school and on weekends (ages 6 through 12). The lower court area should be developed for tetherball, jungle gyms, volley ball and possibly an adventure playground. The upper area should be devoted entirely to children age 6 and younger.

### *Duboce Park*

Duboce Park is well used by the surrounding neighborhood. The Recreational Arts Building, located at the west end of Duboce Park, offers excellent programs in photography, folk dancing and music. These programs attract people from throughout San Francisco, and the Arts Building functions as a citywide facility rather than a neighborhood center. The neighborhood would like to use the building more frequently, but the schedule often does not permit it. The neighborhood would also like to see a more active recreation program outdoors in Duboce Park, but the program is curtailed by the physical character of the park and by limited staff.

Lasting solutions to the demands placed on Duboce Park do not lie in improvements to the park itself or in rescheduling programs at the Recreational Arts Building. These would help over the short run, but too many demands are being placed on this single park. It is narrow and sloping, and it cannot be made suitable for a full-scale active outdoor recreation program without major redesign. Clearly, another recreation facility is needed in the Haight-Fillmore.

If an indoor recreation facility to serve youths and younger adults is provided in the Haight-Fillmore, the outdoor recreation program at Duboce Park should focus on children under 12 and a portion of the park should be retained for passive recreation. In addition to improvements in the play area for young children, the park would also need new equipment designed for children age 6 through 12. Until the new indoor recreation facility recommended is opened, adequate time should be scheduled for neighborhood recreation functions in the Recreational Arts Building. If a new facility is not foreseen in the near future, these recommendations should be reassessed to allow for more extensive neighborhood use of the Recreational Arts Building as well as the park.

### *Kimbell Playground*

This park, developed through the redevelopment program, contains a variety of facilities for active recreation including an excellent baseball field with bleachers. This facility is very large, but it is not as well used as it could be.

With additional programs and night lighting, Kimbell could be used more extensively. Programs in evening hours for youth and adults should be introduced at Kimbell.

### *Alamo Square, Buena Vista Park, Jefferson Square*

Except for safety factors, there is very little to propose for these parks. More lighting, better maintenance of existing lighting, and more frequent police patrols seem to be the most important improvements needed, especially in Alamo Square. In general, people appear to enjoy the opportunities for passive recreation provided by these parks and would rather not have them programmed for active recreation; they are interested in preserving their visual and natural qualities.

Residents would like basic improvements which would make these parks safer for sitting and walking. Capital improvements currently scheduled for them will help. Buena Vista Park, for example, will receive a new children's play area through funds from the Urban Impacted grant administered through the State. Development of this area in Buena Vista will make it more safe and useful. Similar improvements together with increased supervision are needed in Alamo Square.

## CENTRAL CITY

### BACKGROUND

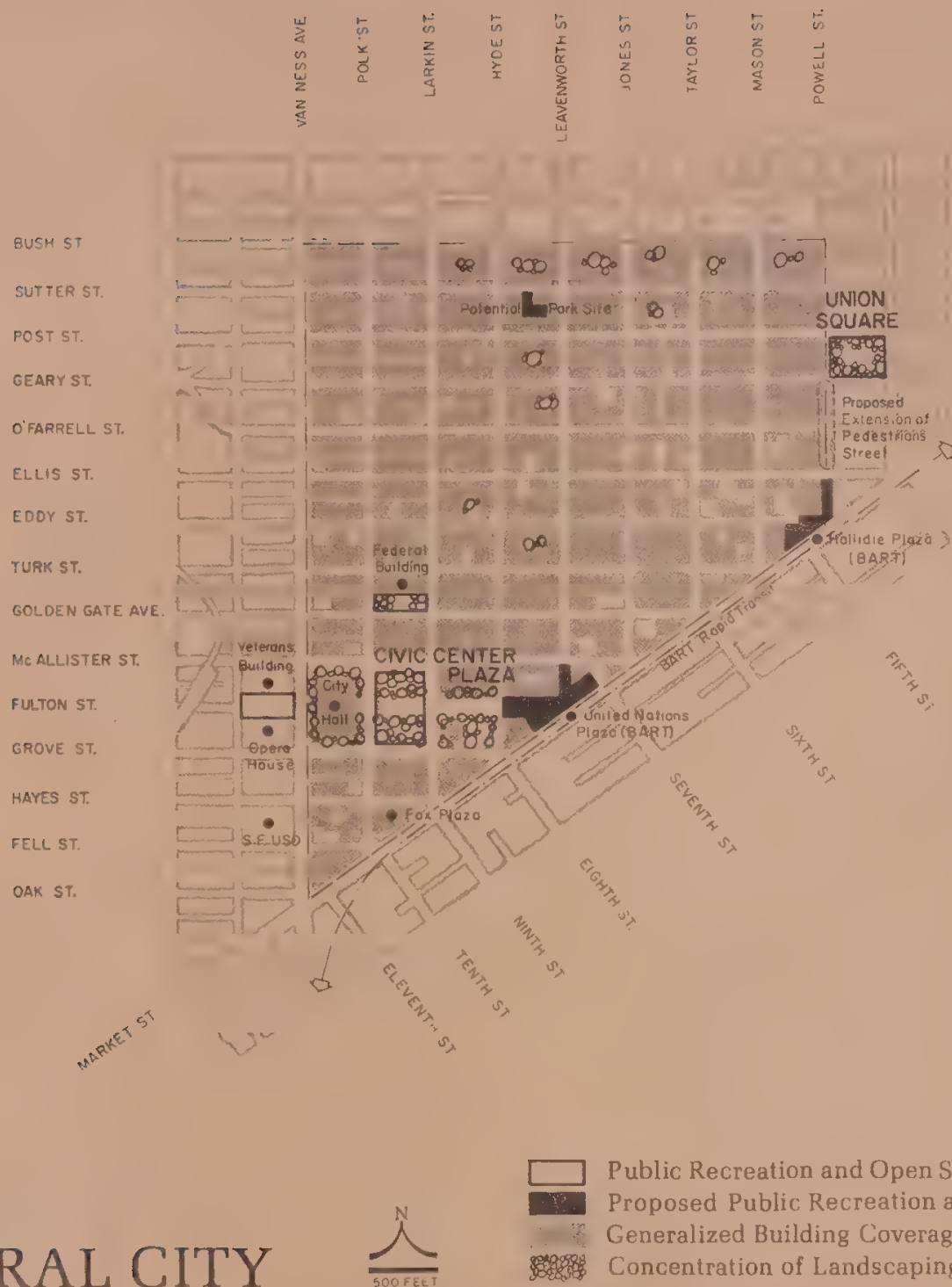
Despite a residential population of 27,000, the Central City area is not widely considered a residential area. Located in the heart of San Francisco, it is a mix of uses ranging from commercial to civic to residential. It attracts workers by day, entertainment seekers at night, and is known for its restaurants, residential hotels and varied retail establishments.

While the variety and color of the "Tenderloin" create a diversified environment, they also generate certain difficulties. The area has one of the highest crime rates in the city and is beset with problems of drugs, alcoholism, prostitution and street crime. Many residents are young, drifting, out of work; others are elderly, retired, and often in ill health. The Central City area serves as an arrival center for many people entering San Francisco who need inexpensive housing until they find work or friends and learn their way around. Many people, especially the elderly, are forced into the Central City because of the concentration of relatively inexpensive housing, the easy access to public transportation, and the availability of stores and services.

Current municipal projects and recently adopted City policy will affect the nature of residential development in the Central City neighborhood. The San Francisco Downtown Zoning Study



# CENTRAL CITY



resulted in rezoning part of this area in 1968 to stabilize the residential use. BART stations at Civic Center and Powell Street will make the area even more accessible and could stimulate additional development of housing.

## RECREATIONAL NEEDS

The recreation services in Central City are now provided entirely by private and semi-private agencies. Because of the special social problems of the area, these agencies have tended to provide unconventional recreational services, often in conjunction with educational, medical and para-medical services. Hospitality House, for example, caters to youth and adults between the ages of 18 and 28, providing a drop-in center, a creative arts workshop, employment counseling, self-help opportunities and limited medical assistance. The Downtown Senior Center offers a full daytime schedule of

classes, parties and activities for the elderly, as well as social security, medical and welfare information, and employment and housing referrals. Glide Center also offers a variety of recreational programs to all age groups. These kinds of multi-use centers are successful because they are geared specifically to the needs and situation of the resident groups in the area.

Additional services of this kind are needed, and in view of the fact that the Recreation and Park Department currently provides no programs or facilities in the Central City area, increased recreational service from the City to residents of this area should be forthcoming. The primary recreation needs in the area are:

### *Additional Recreational Services for Young Adults*

The types of activities provided for adults through the various multi-service

centers in the area should be strengthened and expanded. Additional recreational programs and services should be provided in conjunction with counseling, medical and para-medical services.

### *Additional Facilities and Programs for the Elderly*

Additional recreational services are needed to serve elderly residents of the Central City. Programs should provide low-cost recreational and social opportunities as well as educational and information services in locations easily accessible to senior citizens.

### *Outdoor Space*

The Central City also needs additional outdoor space which would provide sitting areas in a variety of locations. These spaces should be conveniently accessible, visible, and be designed for socializing, sunning, and in some areas contain play space for young children.

## OPPORTUNITIES/RECOMMENDATIONS

### *Multi-Service Centers*

Because conventional Recreation and Park Department programs are not easily applicable to the Central City area and because no Recreation and Park facilities are located in the area, the Department should provide staff and support to the existing private and semi-private recreational agencies in the area. The Department and in some cases the Mayor's Office of the Aging should be allocated sufficient staff members to work out of several existing multi-service centers, operating crafts programs and various other recreational activities according to community demand. In addition, the Department should contribute supplies and funds to expand and strengthen the programs offered in these multi-service centers.

### *Senior Citizens Center*

Additional programs for elderly persons are needed in both the Central City and South of Market areas. The scarcity of land in the Central City suggests that a major new senior citizens center could best be located in existing indoor spaces. Where possible, senior programs now being conducted in the Central City should be augmented by the Mayor's Office of the Aging and the Recreation and Park Department. An opportunity currently exists to bus senior citizens to the Yerba Buena Senior Center, a large and currently underused facility. In addition, elderly programs for Central City residents should be conducted in the Old Mint in the South of Market area. Details of this recommendation are contained in the South of Market section.



Programming in these facilities should be the joint responsibility of the Recreation and Park Department and the Mayor's Office of the Aging and should be conducted in close cooperation with citizens' groups from both areas.

#### *Outdoor Space*

Two types of action are recommended to provide additional public outdoor space in the Central City area. Because of the high cost of land in this area and high density of development, together with the development of the new Powell Street and United Nations Plazas, conventional park acquisition and development in the Central City area would be difficult and would probably not be easy to achieve in the near future. For this reason, it is recommended that sidewalk widening, combined with planting and sitting areas, be undertaken by the City on a number of blocks throughout the area. In addition, new developments, public and private, should be required to provide landscaped sitting areas adjacent to the sidewalk and accessible to the public. Sidewalk widenings and landscaped setbacks are definitely more expedient than conventional park development.

However, one park should also be provided in the area. A number of sites in the area would be suitable for park development. The best one at this time appears to be a vacant site on Sutter between Hyde and Leavenworth. This site is in close proximity to a densely populated section of the area and would provide useful park space in an area otherwise devoid of it. The site is large enough to provide a sitting area and small children's play area, and in addition affords pleasant views to the south. It is only minimally improved so that park development would require no residential displacement and little or no demolition action.

## CHINATOWN

### BACKGROUND

Recreation problems in Chinatown are more severe and tend to be more difficult to solve than those in most high-need neighborhoods. Although Chinatown's recreational problems -- lack of recreation space and facilities, limitations in recreational programming, low income levels, crowded living conditions, large numbers of youth and elderly, and a general lack of resources to remedy the situation -- are similar in nature to those in other neighborhoods covered in this plan, they are for the most part more intense. And although these problems have been recognized by government and citizens alike, progress toward solving them has been slow.

Chinatown, centered in the "core area", has long been the largest Chinese community in the country, as well as a central immigration center for Chinese. Recent changes in immigration laws have increased an already dense population concentration. Residential density in the core area of Chinatown is ten times that of the average residential area in San Francisco; some new arrivals by necessity are forced to move in with relatives and friends, thus perpetuating the most serious residential overcrowding in the city and intensifying the demand for community services to serve the core area.

The presence of a large immigrant community presents very special problems. Language difficulties make participation in many programs difficult; cultural differences make many conventional recreational programs uninteresting, if not irrelevant, to the interests and skills of many Chinese residents.

Jobs are scarce and low-paying in Chinatown, and in general provide for little social and economic mobility. Language and cultural problems inhibit assimilation, and new arrivals continue to be tied culturally and economically to the core community. Many people do gradually move outward from the core area, thus extending the Chinatown community. The core area, however, continues to embody the most persistent and critical social problems of the Chinese community.

The location of Chinatown, adjacent to the rapidly expanding financial district, introduces an additional problem. It has made Chinatown vulnerable to increasing demand for more intensive office and commercial uses and thus to soaring commercial land values. Market values of land in Chinatown have risen to a point where acquisition of vacant land by the City

for recreation purposes is virtually impossible. This factor together with the simple factor of residential density and demand for land for residential purposes make cooperative and multiple use of public and semi-public recreational space necessary in planning for expansion of recreational opportunity in the area.

A Federally funded planning project has recently been completed in Chinatown. This "701" project includes detailed plans for improvements in both recreation and housing in close conjunction with neighborhood groups. Specific recreation improvement programs arising out of this study will be reviewed thoroughly by community organizations and those given the highest priority will be referred to various involved governmental bodies for implementation.

### RECREATIONAL NEEDS

Recreational needs in Chinatown are critical at almost all levels; additional facilities and programs are needed to serve families and almost every individual age group, particularly in and around the core area. Informal priorities can be said to exist, however, for recreational facilities and programs to serve youth, elderly and families, who tend to be principal users of recreation facilities. Because of crowded living conditions, there is also a need for recreation space easily available to adults who have little spare time, who may not find such space in overcrowded homes, and who need respite from intense working conditions. More specifically, the recreational needs are:

#### *Outdoor Play Space*

For young people -- junior high school and high school age and older -- there is a need for more outdoor play-field space for active team sports. North Beach Playground is currently the only large play space in the entire area. Although the older youth are comparatively mobile, new space should be located relatively close to the core area.

#### *Small Parks for Tots, Adults, and Elderly*

There is a crucial need for more recreational space for young children, their parents, and the elderly. The elderly are tied closely to the core area because of health limitations and because of cultural and language barriers. Additional outdoor space is needed for elderly persons to sit, socialize and participate in surrounding community life. These same small outdoor areas could serve the large family population of Chinatown by providing pleasant areas and tot-lots for parents to take small children. These small



spaces should be sheltered and centrally located in order to relate directly to community activity.

In addition, Chinatown needs informal indoor spaces where elderly persons and adults can gather in inclement weather with home-like atmosphere. These drop-in centers could provide places for elderly citizens to go to socialize and engage in programs or games suited to their interests. This space should be located in residential areas and could be provided on a lease basis.

#### *Programs for Families*

Additional recreational programs are needed to serve all age groups, especially families and the elderly. Programs which provide free transportation to points of interest in the city and Bay Area are especially popular among family groups. Family programs should allow families to enjoy recreational activities together as a group at little or no cost.

#### OPPORTUNITIES/RECOMMENDATIONS

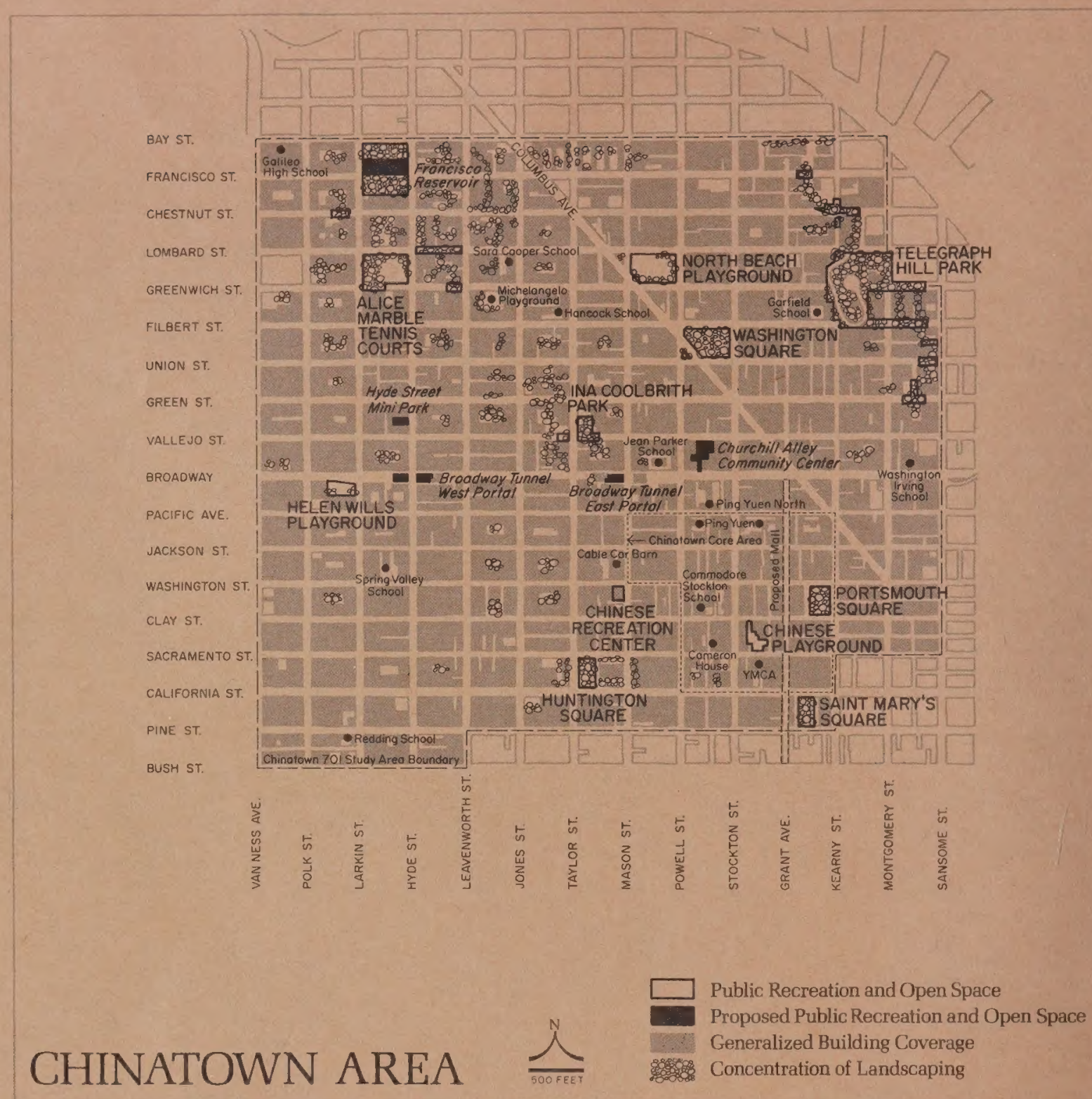
Chinatown is in a good position for planning in that it has active and well-informed community groups working to improve conditions in the area. Cooperation with these groups must be the basis of all decisions affecting recreation or other community services and improvements in Chinatown, in order to ensure that improvements are made which are relevant to and which strengthen the fabric of recreational and community activity in Chinatown. Many proposals included here reflect findings of the 701 Planning Study mentioned above. This study was administered in close conjunction with community groups and especially the Chinatown Citizens Advisory Committee, composed of interested and active community leaders. This group was advisory to the project and was a major force in determining the nature and direction of the recommendations.

#### *NEW FACILITIES*

Although the opportunities for providing additional outdoor play space in Chinatown are limited, several opportunity sites for development of outdoor play space have been identified by the 701 study.

#### *Churchill Alley Community Center*

This site, located on Block 147, consists of five lots centrally located between Chinatown and North Beach. It is located within walking distance of the most densely populated, low-income districts of Chinatown and North Beach, and is also in an area which has experienced a substantial increase in population during the past decade.







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As recommended in the "San Francisco Chinatown Housing and Recreation Program", this site should be developed into a community center with outdoor park and recreation space. The community center would provide a variety of services such as welfare, health, family planning, legal counseling, day care, and housing information, in addition to indoor space such as a gymnasium, recreation rooms and a library. The outdoor space should be designed to provide sitting areas for the elderly, play areas and tot-lots for children, and some space for more active sports such as basketball and volley ball. The rooftop of a two-story community center could also provide space for active recreational activities.

This facility should be financed under the Neighborhood Facilities Program whereby the Federal government provides two-thirds of the total development costs while the City would supply the remaining one-third. Operating costs for service programs to be provided in the community center and for maintenance and operation of the facilities should be financed either by appropriations from the general budget of the City or by grants from involved institutions and foundations.

#### *East Portal of Broadway Tunnel*

This proposal includes construction of a mini-park in initial phases and ultimately a cover across the tunnel. Development of the project would later include closing Salmon and Himmelman Streets and acquiring and furnishing an unimproved parcel to the south of the tunnel, on which the City owns a 10-foot easement already. Recreational development of the space could provide a series of small areas for elderly and children immediately adjacent to the core of Chinatown. In addition, it is a prominent location and if planned and developed for recreation, it could provide an important visual amenity. Recreational development would entail relatively little acquisition cost since most of the land is publicly owned, and no relocation would be involved. Ten thousand dollars in urban beautification funds have been allocated for first phases of this development.

#### *West Portal of Broadway Tunnel*

The west portal project involves enlargement of existing public landscaped areas and rights-of-way to provide park and play space.

This redesign involves no acquisition cost since the land is publicly owned and there is no relocation. The site would provide primarily a sitting area with some play space for the very young. It is close to Helen Wills Playground and can serve the greater Chinatown community. Urban Beautification funds in the amount of \$25,000 have

been allocated for this project, and detailed planning is now under way.

#### *Hyde Street Site*

A lot located on the west side of Hyde Street between Green and Vallejo has been purchased through the HUD Mini-Park Program for development as a small park to serve the greater Chinatown area. This park contains approximately 4,800 square feet and will be oriented to slightly more active use than the west portal site: it will include play apparatus and a game area in addition to sitting areas and areas for passive recreation. Funds for this development have been approved by the Board of Supervisors, and construction is scheduled for completion by July, 1972.

#### *Stockton-Sacramento Site*

Preliminary planning is under way for development of approximately 200 units of moderate- and low-income housing at Stockton and Sacramento Streets. This development will provide new outdoor play space on the site, oriented to residents of the development and to the adjacent Chinatown community as well. Proximity of the site to the core area makes it a good place for new indoor space to serve a variety of age groups and relieve some pressures in the core area.

#### *Indoor Space for Elderly and Adults*

The City should investigate further the possibilities for leasing small indoor spaces, conveniently located on the street and in residential areas, which function as drop-in centers or neighborhood living rooms. These spaces would provide elderly and adults with the social and recreational space which is essential given the overcrowded living conditions in Chinatown.

#### *EXISTING FACILITIES*

##### *Chinese Playground*

This playground is a principal recreational facility in Chinatown. It is excellently located in the heart of the highest concentration of residential population and community commercial activity and relates well to daily activities and circulation patterns. The majority of space in the playground is open space with some courts and play area. It is a popular facility, used by people of all ages, but as the only facility of its kind in the area is seriously overcrowded.

A number of other problems exist in relation to the use of Chinese Playground. The small indoor facility in the middle of the playground cuts off one portion of the children's play area, making it isolated and inaccessible, and

often dangerous. In addition, the entire central play area, which comprises a large portion of the total playground space, could be significantly improved.

Efforts are already under way to redesign the playground space so that it will accommodate more children. Funds are available for first phase improvements from a combination of donations, local allocations and State and Federal funds. The redesign process is taking place largely through the efforts of community groups and in conjunction with the Recreation and Park Department and Department of City Planning. Redesign will appropriately concentrate on achieving more efficient use of the limited outdoor space on the site.

Redesign of the central play area is intended for completion during the fall of 1972. Subsequent phases, scheduled for completion over the next two years, involve expansion of the existing clubhouse, intensified use of outdoor courts, and possible closure of Pagoda and Waverly alleys to provide additional sitting areas and play space. Additional financing will be required to complete later stages of playground redesign. Because of this facility's importance to the core area, redesign of the playground should be given high priority by participating departments in order that the redesign process will not make the play space unusable over a long period of time.

##### *Galileo Football Field*

Galileo High School contains a large outdoor play space which would be excellent for soccer, a sport in high demand in Chinatown. Efforts to have this field open for this purpose, at least in summer months, have been unsuccessful in the past. Cooperative effort should continue, through community groups and public agencies, to see that this major space is available for soccer with a trained soccer leader from the community.



